children in a **changing climate**

Towards the resilient future children want:

a review of progress in achieving the Children's Charter for Disaster Risk Reduction

Acknowledgements

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Abbreviations

ADAPT – Analysis, Design and Planning Tool (World Vision)

CCC – Children in a Changing Climate coalition

CDI – Child Deprivation Index

CRC – United Nations Convention on the Rights of the Child

DCC – District Children's Committee (Lesotho)

DRM – Disaster Risk Management

DRR – Disaster Risk Reduction

GFDRR – Global Facility for Disaster Reduction and Recovery (World Bank)

HFA – Hyogo Framework for Action (2005 – 2015)

IFRC – International Federation of Red Cross and Red Crescent Societies

INGC – National Institute for Disaster Management (Mozambique)

ILO – International Labour Organisation

MDGs – Millennium Development Goals

M&E – monitoring and evaluation

MoU – Memorandum of Understanding

NGO – Non-Governmental Organisation

PDNA – Post-Disaster Needs Assessment

PTA – Parents-Teachers Association

UDMC – Union Disaster Management Committee (Bangladesh)

UN – United Nations

UNDP – United Nation's Development Programme

UNESCO – United Nation's Educational, Scientific and Cultural Programme

UNICEF – United Nation's Children's Emergency Fund

UNISDR – United Nation's International Strategy for Disaster Reduction

UNOSAT – United Nation's Institute for Training and Research's Satellite Programme

VCA – Vulnerability and Capacity Assessment

VDMC – Village Disaster Management Committee (India)

WASH – Water, Sanitation and Hygiene

WHO – World Health Organisation

Foreword

The Hyogo Framework for Action (HFA) 2005-2015 was signed by 168 governments less than a month after the 2004 South Asia Tsunami. Against the backdrop of one of the worst disasters in memory, one that killed over 200,000 and pushed millions below the poverty line, countries agreed to advance a plan to strengthen resilience and reduce disaster losses. In the eight years since, we have learned that tackling disasters is everybody's business, that addressing the drivers of disaster risk is tough and that children are not only victims of disasters but also leaders, agents of change and the vanguard of a more resilient future.

Critically the level of disaster risk that children face now is equally as high as it was in 2005, maybe even be more severe. We know that countries with weaker governance experience far higher mortality and economic loss to disasters compared to wealthier countries with stronger governance. Mortality risk is approximately 225 times greater in low-income countries compared to OECD countries for tropical cyclones. Economic losses due to disasters can be 20 times greater (as a percentage of GDP) in developing countries in comparison to developed countries and act as a barrier to long-term investment. With climate change and growing human populations living in exposed areas, the next 10-20 years could well see these trends becoming further entrenched. We will need an unprecedented focus on reducing the vulnerability of people and their assets to this rapidly changing disaster risk if children are to have the opportunity for a good life free from the torment of disasters.

Accordingly, as we begin to formulate a successor to the HFA for the decade beyond 2015, we have a responsibility to address some of its current shortcomings. We need to improve accountability of all key actors engaged in reducing disaster risk, especially governments but also businesses, civil society organisations, UN agencies and funders. We must strengthen the economic case for why disaster risk reduction is the first and best option for building resilience. We should propose how conflicts, climate change, disasters and environmental degradation can be tackled in a more systematic and joined-up way to protect development progress. We also need to place measures to address the drivers of disaster risk at the heart of the new agreement.

It is necessary to ensure that children are being heard. What are their priorities for HFA2? What do they need their governments to be doing better? Plan International, Save the Children, UNICEF and World Vision have carried out some excellent work with 1,299 children in 17 high-risk countries. They have reviewed how the Children's Charter for Disaster Risk Reduction is a means to reduce risk, with children's voices leading the findings. Their experiences are clear and continue to voice action around the five Charter priorities: To have a safe school, to be protected from abuse of all kinds, to participate and be able to access the information they need, to have resilient infrastructure and see disaster risk reduction efforts reach the most vulnerable. Our collective challenge now is to work out how they can become central to HFA2. This report represents a major step forward in this challenge and I commend it to you highly.

Tom Mitchell,
Head of Programme, Climate and Environment Programme,
Overseas Development Institute, United Kingdom

Executive Summary

• Consultation with youth in Nicaragua on the Children's Charter, 2012.

(Photo: World Vision)

Since the turn of the millennium, more than 2.3 billion people have been directly affected by disasters around the world.[1] In 2011 alone, almost 200 million people were affected by disasters,[2] around 100 million of these were children.[3] The vulnerability of children to disasters has been well documented in recent years,[4] with impacts of disasters including death, injury, illness, separation from families, interruption to education and an increase in child labour and trafficking among other child protection issues.

However, with access to knowledge and skills development, children can contribute to disaster risk reduction (DRR) and to building the resilience of their communities. Child-centred DRR means focusing on the specific risks faced by children, and involving children in efforts to reduce disaster risk, thus making their communities safer.

The Children's Charter for DRR (the 'Charter') was launched at the United Nation's International Strategy for Disaster Reduction (UNISDR) Global Platform for DRR in 2011 and consists of five priorities for DRR identified by children from 21 hazard-prone countries. These are: safe schools; child protection; information and participation; safe community infrastructure and 'building back better, safer and fairer'; and reaching the most vulnerable. The Charter provides a clear mandate from children on what priorities should be done to reduce disaster risk. This report aims to respond to the question of how these priorities can be achieved, exploring the enabling factors and challenges in implementing the Charter priorities.

Through a detailed look at the implementation of the Charter's five priorities by child-centred agencies and their partners across the world (Section 2), a number of common enabling factors have been identified. These include:

• **Working collaboratively in partnership and in particular identifying DRR 'champions' within government ministries, departments and international organisations:** Margareta Wahlström, the Special Representative of the Secretary General for Disaster Ri sk reduction, has become a global champion of the Children's Charter for DRR, raising the Charter in her meetings with government representatives and meeting with children involved in DRR across the world.

• **Cross-government department work on resilience at local, district and national levels,** for example Ministries of Education and government disaster agencies working together to integrate DRR into the education curricula.

• **DRR and child protection legislation and policies** that both recognise and address the impacts of disasters on children's rights, and their right to participate in DRR.

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1. D. Gupa-Sapir, I. Santos and A. Bordre, The Economic Impacts of Natural Disasters, 2013.
2. Estimate from EM-DAT: the Centre for Research on the Epidemiology of Disaster's International Disaster Database, http://www.emdat.be/sites/default/files/Trends/natural/world_1900_2011/affyr1.pdf
3. Based on UNICEF's estimate that children constitute around 50-60 per cent of those affected by disasters.
4. Children in a Changing Climate, Children and Disasters: Understanding Impact and Enabling Agency, F. Seballos, T. Tanner, M. Tarazona and J. Gallegos, May 2011.

• Accountability mechanisms to ensure implementation of legislation and policies. In particular, through including the impact of disasters on children's rights in reporting on the Hyogo Framework for Action[5] (HFA) and the Convention on the Rights of the Child,[6] as well as the use of alternative accountability mechanisms such as citizens' report cards.

• Adequate funding and budget allocations available at all levels: Increased funding and budget allocation at national, district and local levels can facilitate achievement of all five Charter priorities.

Although this report demonstrates that there is much work being undertaken around all five Charter priorities by both governments and NGOs, greater efforts are needed. A number of recommendations for policy-makers and practitioners are suggested in Section 5. Key recommendations include:

- NGOs and academics should document how DRR helps to achieve child wellbeing outcomes and the Millennium Development Goals (MDGs).

- Governments should ensure budget allocations are made available (at the national level and district/local levels) in order to achieve the five Charter priorities, and donors should increase funding support for the Charter priority areas.

- UNISDR should include Charter priority areas as indicators for governments to report progress on in post-HFA accountability/reporting mechanisms.

- UNISDR, governments and NGOs should provide children with the opportunity to take part in consultations regarding HFA reporting mechanisms and post HFA decision making that build on accountability measures, such as citizen report cards.

- Governments should ensure cross-departmental work for integration of DRR in all government sectors (e.g. education, child protection, water, health and nutrition).

- Governments and NGOs should include the sex and age disaggregated impact of disasters and climate change on children's wellbeing in the national reporting mechanisms and shadow reporting on the Convention on the Rights of the Child.

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5. The Hyogo Framework for Action is a 10-year plan to make the world safer from natural hazards. It was adopted by 168 Member States of the United Nations in 2005 at the World Disaster Reduction Conference.
6. The Convention on the Rights of the Child is a human rights treaty setting out the civil, political, economic, social and cultural rights of children, and has been ratified by 193 countries.

• Children risk mapping their local community, Pakistan.

(Photo: Plan International)

Section 1: Introduction

Children are particularly vulnerable to disasters, constituting 50-60 per cent of those affected.[7] The impacts of disasters on children vary widely dependant on the situation, and can include death, injury, illness, separation from families, interruption to education, increase in child labour and trafficking, among other child protection issues. Impacts also vary according to the sex and age of the child. Climate change is exacerbating the situation. In 2012 it was estimated that in the Sahel region of Sub-Saharan Africa, over one million children faced severe and life-threatening malnutrition during the drought and food crisis.[8] In the same year in the Philippines, over 1.6 million children were affected by Typhoon Bopha.[9] However, with access to knowledge and skills development, there is increasing evidence that children can contribute to DRR and build the resilience of their communities. Given that DRR has been recognised as a key strategy of climate change adaptation,[10] there are clear linkages between many of the climate change adaptation activities involving children and child-centred DRR, as both focus on reducing children's vulnerability to natural hazards. Child-centred DRR means focusing on specific risks faced by children, and involving children in efforts to reduce disaster risk, thus making their communities safer.

Recognising the impact of disasters on children and their role in risk reduction, the Children's Charter for DRR (the 'Charter') which identifies children's priorities for risk reduction, was launched at the Global Platform in 2011 by Plan International, Save the Children, UNICEF and World Vision (referred to in this report as the 'child-centred agencies').[11] The Charter was developed through consultations with over 600 children in 21 high-risk countries in Africa, Asia and Latin America and identifies five key priorities for child-centred DRR:

1. Schools must be safe and education must not be interrupted;
2. Child protection must be a priority before, during and after a disaster;
3. Children have the right to participate and to access the information they need;
4. Community infrastructure must be safe, and relief and reconstruction must help reduce future risk;
5. DRR must reach the most vulnerable.

The Charter attracted a high profile status both during and after the 2011 Global Platform. Currently over 200 representatives from government to heads of NGOs have pledged their support to the realisation of the Charter's priorities.

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7. UNICEF, Disaster Risk Reduction, 2011, http://www.unicef.org.uk/Documents/Campaigns-documents/DRR_final.pdf
8. Save the Children and World Vision, Ending the Everyday Emergency – Resilience and Children in the Sahel, July 2012.
9. Save the Children press release, 13 December 2012,
     http://www.savethechildren.org/site/apps/nlnet/content2.aspx?c=8rKLIXMGIpI4E&b=7942609&ct=12533675
10. UN Secretary General, http://www.un.org/News/Press/docs/2008/sgsm11841.doc.htm
11. The United Nations International Strategy for Disaster Reduction (UNISDR) has since joined the Children's Charter partnership and is supporting this research.

The Charter provides a clear mandate from children on what should be done in terms of DRR.

This report aims to respond to the question of how this can be achieved, exploring the enabling factors and challenges in implementing the Charter priorities. In 2012, consultations with children on the Charter priorities were carried out in 17 countries, across Africa, Asia and Latin America.[12] A total of 1,299 children participated in the consultations. The methodology for this research study has been included in Appendix 1.

The research report is structured as follows: Section two of the report explores in detail the implementation of the five Charter priorities at the ground level, including views from children, how to advance the priorities and the main challenges to achieving them. Tools and approaches have been shared in order to encourage the uptake of the Charter priorities. For each priority, two case studies are provided to demonstrate ways in which the priorities can be implemented at the local and national level.

Section three of the report explores the common enabling factors for achieving the Charter priorities.

Section four provides a brief conclusion of findings and offers recommendations for implementation of the Charter priorities in policy and practice. The lessons learned on how to advance DRR through the inclusion of children are of value for decision making on the post-2015 HFA agenda and the post-2015 Millennium Development Goals (MDGs).

Relevant policy commitments are emerging at regional and global level in support of children and DRR. In October 2011, governments from Latin America and the Caribbean signed the 'Panama Declaration on Disaster Risk Reduction in the Education Sector in Latin America and the Caribbean'. This committed governments to: ensuring the right to education in disaster situations; promoting and strengthening risk management in the curriculum; and to evaluating and improving existing educational infrastructure and the development of new school buildings according to risk management standards and codes.[13] Also in 2011, the heads of governments in South Asia signed up to the 'Framework for Care, Protection and Participation of Children in Disasters', which aims to highlight the needs of children in all policies, strategies and programmes around DRR and emergency management in South Asia.[14]

In addition, the 5th Asian Ministerial Conference on Disaster Risk Reduction took place in Yogyakarta, Indonesia in October 2012. The resulting Yogyakarta Declaration included an explicit mention of the need to focus on and protect the rights of children. In addition, the statement encourages child and youth participation in DRR and development processes at all levels, securing governments' commitment to child-centred DRR. Case study 1 below highlights commitment to the Charter priorities by a national government, Mozambique.

The launch of the Charter at the Global Platform for DRR in May 2011 influenced UNISDR to select children and young people as the theme for the 2011 International Day for Disaster Reduction. The Charter was launched in 10 countries in October 2011 and child-centred DRR events and activities took place in at least 45 locations around the world.[15] These examples indicate increased attention by governments to children's rights and engagement in DRR. However, despite these regional and national commitments, there continues to be a lack of resources to turn these commitments into action at the local level.[16]

13. The Panama Declaration,
    http://portal.unesco.org/geography/en/ev.php-URL_ID=14806&URL_DO=DO_TOPIC&URL_SECTION=201.html
14. South Asia Association for Regional Cooperation, Framework for Care, Protection and Participation of Children in
    Disasters, 2011. http://saarc-sdmc.nic.in/pdf/Publications/SAARC%20Framework.PDF
15. http://www.unisdr.org/2011/iddr/
16. UNISDR, Global Assessment Report, 2009.

Case Study 1: The value of the Children's Charter for securing government commitment in Mozambique

Children's Charter in Portuguese

Inspired by the success of the Children's Charter launch at the Global Platform for DRR in May 2011, Plan International, UNICEF, Save the Children and World Vision in Mozambique worked together to initiate a similar process at a national level, by developing a local version of the Charter through consultations with Mozambican children. They worked with the National Institute for Disaster Management (INGC) to organise a high profile launch of the Charter in Maputo in October 2011, which was well attended by national and international organisations, as well as Mozambican media.

To follow up on this and to strengthen children's participation, a special meeting with the Mozambican Children's Parliament[17] was held in January 2012, to consider the Charter and collect feedback from children in Mozambique on the Charter priorities and progress in their country. Representatives from the Ministry of Education, Ministry of Social Affairs and other UN agencies were invited to the meeting to increase their understanding of and engagement in child-centred DRR. The Children's Parliament has remained active in disseminating messages around the Charter and DRR, for example by appearing on national television to discuss the Charter's objectives and impact.

Since the launch of the Charter, a number of important developments have occurred in terms of child-centred DRR in Mozambique. Under the leadership of the INGC, and in consultation with the Ministry of Education, a strategic plan has been developed to provide direction on integrating DRR within the education system. Child-centred DRR has also been well covered by local and national radio stations and a manual to instruct radio operators on how to develop programmes on DRR with a special focus on children, has been produced by the International Organisation for Migration. The Ministry of Social Affairs has made a strong commitment to contribute towards fulfilling the Children's Charter and the Mozambican National Plan of Action for Children, currently in the process of finalisation, explicitly recognises the vulnerability of children to disaster and includes a commitment to enhance their resilience to natural hazards by 2020.

Despite limited funds to implement Charter activities, child-centred DRR initiatives are continuing, such as the development of DRR in school and integration of DRR into community committees for child protection. The recently approved Disaster Management Law and Strategy in Mozambique includes recognition of the need for integration of DRR within education and the protection of the most vulnerable groups, including children, as well as protection from violence during emergencies. This case study demonstrates how coordinating activities around the Charter can leverage greater interest and understanding in child-centred DRR from both the government and media.

Source: Written input from Hanoch Barlevi, UNICEF Mozambique

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17. The Children's Parliament is a forum for children to be to be heard and have their concerns registered by government, civil society, community leaders and parents.

Section 2: Findings on the Implementation of the Children's Charter

This section presents the findings from the research on how each of the Charter's five priorities are being implemented across Africa, Asia, Eastern Europe and Latin America. The findings have been drawn from consultations carried out between August and December 2012 with 1,299 children (662 girls and 637 boys) in 17 countries, input from child-centred agencies' offices in over 35 countries (that completed questionnaires, shared project documents and participated in interviews) and a desk study of materials related to child-centred DRR (See Appendix One). Feedback to children who participated in the research consultation will be provided through a child-friendly version of this report.

A summary of action on each of the five priorities of the Charter, children's views on these, useful relevant resources, case studies and challenges identified follows:

2.1 Priority 1 – Schools must be safe and education must not be interrupted

School safety and DRR education has emerged as a priority issue for child-centred agencies and is conceptualised through the Comprehensive Framework for School Safety (CFSS) that identifies three key pillars for achieving school safety:

1. *Safe School Facilities* – involves education authorities, architects, engineers, builders and school community members in safe site selection, design, construction and maintenance (including safe and continuous access to the facility).

2. *School Disaster Management* – is established via national and sub-national education authorities and local school communities (including children), working in collaboration with their disaster management counterparts, in order to maintain safe learning environments and to plan for educational continuity that conforms to international standards. Practical examples of school disaster management include children's DRR clubs working to identify and address risks, drills and having early warning systems in place.

3. *Risk Reduction Education* – formal and non formal curricula should be designed to develop a culture of safe and resilient communities.[18]

Children's views on these three pillars are described below.

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18. ADPC, Plan, Save the Children, UNICEF and World Vision, Comprehensive School Safety – Working towards a global framework for climate-smart disaster risk reduction, bridging development and humanitarian action in the education sector, October 2012.

• Children making speech at a DRR education ceremony, Georgia.

(Photo: Nodar Tkhvirashvili, UNICEF Georgia)

2.1.1 Views from children

The children's consultations in 2011 consistently identified education and school safety as a priority concern for children. Children highlighted how their schools are damaged by disasters; how they have missed days, weeks and sometimes months of education as a result of a disaster; and how they may not be able to safely get to school. During the consultations in 2012, children once again identified safe schools and uninterrupted education as their top DRR priority.

Children across Africa, Asia and Latin America expressed concerns about school structural safety issues in their communities, expressing that these are not being systematically addressed.

In India, Nicaragua and the Dominican Republic, children explained that their right to education is not observed during periods of disaster as their schools are used as relief centres with no alternative facility provided for their classes. In El Salvador, however, children explained that this was the Charter priority closest to being achieved in their community as a new community centre had recently been built to operate as a shelter during an emergency. To tackle interruption to education during droughts, children in Kenya and Ethiopia wanted to see more measures systematically put in place (such as school feeding programmes) to prevent children from having to drop out of school.

Other on-going challenges around achieving safer schools identified by children included: teachers and school principals thinking disaster management plans are not important (Dominican Republic); DRR not being integrated into the curriculum so school safety activities are limited in their community (Cambodia); and unsafe bridges on the way to school (Lesotho). Below are two case studies which highlight progress being made in the area of school safety in Georgia and Somalia.

Case Study 2: The integration of DRR into the school curricula in Georgia

The Government of Georgia, with the support of UNICEF, began working to integrate child-focused DRR into the education system in June 2010. This resulted in the inclusion of DRR and climate change into the national curriculum from September 2011. DRR has been integrated into the mandatory 'Head of Class Hour' programme for grades five to nine, and into the 'Civil Protection and Safety' subject for grades four and eight.

Children played an active role in the piloting of the new curriculum that took place in schools in seven high-risk regions of Georgia. The key project stakeholders, which included government representatives and UNICEF project staff, were actively present in the field during the piloting phase, gathering feedback from school children, teachers and school administrations.
This feedback was incorporated in the finalisation of the DRR component of the national curriculum prior to it officially coming into force. Consultations with children provided important feedback, particularly with regards to making the new curriculum more interesting and interactive. The pilot phase aimed to target the most vulnerable populations, which, in the case of Georgia, were children from ethnic minorities and those living in the most hazard prone areas.

UNICEF's experience in Georgia demonstrates the benefit of working closely with government authorities at the national level to raise awareness on the key role the education system plays in building the resilience of communities through DRR. *DRR is one of the three themes of the United National Development Assistance Framework (2011-2015) for Georgia, which specifically mentions targeting children, youth and vulnerable groups and communities.*[19]
The National Disaster Response Plan outlines the responsibilities and functions of different government departments, for example that the Ministry of Education and Science is responsible for the evacuation of children during emergencies, but it fails to ensure continuation of education for children in emergencies.[20]

The pilot programmes revealed to government officials that a proactive approach to DRR at the school level can be a catalyst for the mobilisation of different actors around disaster management. In particular, it demonstrated that risk-aware, knowledgeable children can be excellent channels to disseminate important messages to their families and to the community at large. The pace and nature of the education system reforms in Georgia in early 2010, at the start of the project, meant that UNICEF initially experienced challenges in terms of obtaining high-level political buy-in to the project and required continuous negotiations and advocacy efforts. A knowledge exchange workshop in Istanbul for government representatives of the South Caucasus and Central Asian countries proved an important opportunity for team building and for increasing the awareness and commitment levels of all participants, including Georgia.
The project also initiated the establishment of a DRR and education working group comprising key stakeholders, including representatives from the Ministry of Education, the Ministry of Environmental Protection, the Emergency Management Department of the Ministry of Internal Affairs, NGOs and academics, strengthening the enabling environment for DRR and education.
The aim of this working group is to coordinate all on-going DRR interventions in education in Georgia and the multi-stakeholder meetings will continue to promote the DRR agenda in the education system.

Source: Completed questionnaire by UNICEF Georgia; and UNICEF, Mainstreaming DRR in education in Georgia, 2011

• Top: DRR lesson in Tbilisi Public School, Georgia.

(Photo: Gonzalo Bell, UNICEF Georgia)

• Above: DRR materials in Georgia.

(Photo: Leli Blagonravova, UNICEF Georgia)

19. United Nations Country Team, UNDAF - Georgia, 2011-2015,
    http://www.unece.org/fileadmin/DAM/operact/Technical_Cooperation/Delivering_as_One/UNDAF_country_files/
    Georgia_UNDAF_2011-2015_ENG.pdf
20. Government of Georgia, National Disaster Response Plan.

Case Study 3: Promoting education in emergencies and preventing interruption to education in Somalia

Galgaduud region, in south central Somalia, is a conflict-affected area also prone to frequent natural hazards, primarily droughts and floods. *As the HFA has been endorsed by the UN General Assembly and Somalia is a Member State, this means that they have also endorsed it. However, Somalia does not currently have a coordinating HFA focal point in the government and has not yet reported on progress in regards to the implementation of the HFA. The national legislative framework in support of child-centred DRR is very weak as there is no national policy for DRR or child protection.* According to the UN's Food and Agriculture Organisation, around 2.3 million people were in need of emergency assistance in 2012 due to the severe drought and on-going civil conflict.[21] With no functioning authority in Galgaduud and no provision of social services, it is not surprising that access to education is limited and enrolment, attendance and retention rates remain very low. The quality of education is poor and a lack of systematic support or investment in education has left the system extremely fragile with little resistance to shocks and stresses.

Save the Children introduced a pilot project to address fragilities within the education system and to increase the capacity of schools to prepare for shocks, with the aim of increasing pupil enrolment, retention and attendance throughout the school year. Aside from the risk of insecurity, the biggest challenge faced was that the community would not accept the implicit values of the project (i.e. that a child has a fundamental right to education). To address this, there has been a strong focus throughout the project on attitudinal and behaviour change through awareness raising activities with the communities.

Each district developed an operational plan defining specific activities, which included: teacher training; needs assessments in schools to identify construction and rehabilitation needs; water, sanitation and hygiene (WASH) interventions in schools; awareness raising sessions on child rights within communities; the provision of uniforms and other school supplies for the most vulnerable children; peer-to-peer mobilisation campaigns and the establishment of school clubs. During the 2011-2012 academic year, there was a 48 per cent increase in enrolment, with 87 per cent of these additional enrolments being girls. Of the 86 per cent of enrolled children, over 80 per cent attendance rates were achieved, surpassing the project's expectations. This demonstrates how an integrated programme (of education, WASH, child protection, and food security and livelihoods) can contribute to securing education, even within a state of emergency.

In order to build on these initial achievements, Save the Children has recognised that continual awareness raising and community mobilisation are required to secure support for children's right to education. Save the Children is also working to build the capacity of District Education Authorities through continual training and workshops.

Source: Save the Children, Education in Emergencies Extension Proposal, and Save the Children Switzerland, Education in Emergencies in Galgaduud, 2012.

21. Food and Agriculture Organisation, June 2012, http://www.fao.org/docrep/015/al990e/al990e00.pdf

2.1.2 What governments and agencies are doing to promote school safety

The findings from the research highlight four areas of action to effectively advance school safety:

1. Taking action to integrate DRR into the curricula and to address school safety issues: Integration of DRR into educational curriculum is included in the national reporting on the HFA under priority three – 'Use knowledge, innovation and education to build a culture of safety and resilience at all levels'. 168 governments are therefore expected to report on their progress, thus encouraging action in this area. Fortunately, many governments, donors and NGOs are increasingly engaging in addressing school safety.

In China, the Ministry of Education is developing a school safety management manual (including checklists) for each school to carry out regular reassessment of risks.[22] The Government of Burkina Faso is also undertaking an analysis of the vulnerability of its education system to risks of conflict and natural hazards.[23] In India, the government has launched a National School Safety Programme in 22 states, covering 8,600 schools. This includes the drafting of a National School Safety Policy, as well as structural and non-structural safety measures in the target schools.[24]

This engagement by governments may be in part due to the number of recent high profile incidents across the world where children have lost lives at school.[25] Governments are becoming increasingly aware and more prepared to take action on school safety. This was a finding of the HFA Mid-Term Review in 2011, which recognised that following major disasters, the public becomes more aware of the need to address social vulnerability and puts greater pressure on governments to undertake measures, leading to improved governance and accountability by local and national authorities.[26]

2. Implementing community-based DRR through schools with active participation from children: Much of the community-based DRR work taking place across the world is through schools, as they are often seen as the centre of the community and as an effective means of reaching children and the wider community. This enables school safety risks to be identified and addressed and promotes the participation of children in DRR activities, such as carrying out risk assessments, developing action plans for their schools and communities, and participating in DRR awareness raising activities. For example, in El Salvador Plan has been supporting school-level vulnerability and capacity risk assessments (VCAs), school drills and first aid training, increasing the confidence of children and teachers to deal with potential hazards.[27] Plan is also working with the Government of El Salvador to incorporate DRR into an existing national initiative (the "School for Parents") designed to provide key information to parents and families.[28] This helps to ensure sustainability of the DRR and education work and enables the school-based DRR initiatives to be extended to the whole community.

22. UNISDR Thematic Platform for Knowledge and Education, *Assessing School Safety from Disasters – A Baseline Report,* 2012.
23. Ibid.
24. National Disaster Management Authority, Government of India, National School Safety Programme, 2012.
25. For example, In the 2005 Kashmir earthquake in Northern Pakistan, 17,000 students died at school, and 50,000 were seriously injured, many disabled. 10,000 school buildings were destroyed, with 300,000 children affected. In some districts 80% of schools were destroyed. The 2006 Super Typhoon Durian in the Philippines caused USD 20 million of damage to schools, including 90-100% of school buildings in three cities and 50-60% of school buildings in two other cities, Source: UNISDR, Disaster Prevention for Schools Guidance for Education Sector Decision-Makers, Consultation version, November 2008.
26. UNISDR, Hyogo Framework for Action: Mid-Term Review, 2010-2011.
27. Interview with Mercedes Garcia, Plan El Salvador, 3 October 2012.
28. Ibid.

3. Linking humanitarian interventions with DRR education: A standard humanitarian intervention to address interruption to education has been school feeding programmes, but there are a variety of positions on the sustainability of school feeding on its own and its appropriateness in different contexts. In particular, it is acknowledged that school attendance is likely to improve only for as long as the food is available.[29] Save the Children in the drought-prone Amhara region of Ethiopia is using DRR education as a way of increasing the sustainability of the outcomes of its school feeding programme, through raising awareness about food security issues and building the longer term resilience of schools and communities. DRR Clubs have been established in 46 schools in the North Wollo zone of Amhara and concepts of DRR introduced to children from age seven up to 18. Through child-centred DRR activities including community risk mapping and discussions about risk in their schools and communities, important issues have been identified concerning the causes of vulnerability and the necessity for school feeding programmes. As a result, school gardens have been established and different watershed management and farming techniques experimented on, including those concerning the frost hazard which damages many crops in the highlands. In some cases these have then been shared with farmers and other adults including local government officials, going some way towards increasing resilience to future stresses on the community.[30]

4. Developed and setting into action a Comprehensive School Safety Strategy: In recent years, DRR and education work has come together focused around three main pillars: safe school facilities; school disaster management; and risk reduction education. In October 2012, this was formalised with a comprehensive strategy developed by the Asian Disaster Preparedness Centre, Plan, Save the Children, UNICEF and World Vision.[31] As a result of working in partnership there are shared goals and a shared approach for achieving safer schools, guided by a strategy which provides clear recommendations and direction on how to achieve each of the three pillars for comprehensive school safety.

5. Promoting innovations in school safety and preventing interruption to education: Recent innovation in this area has been strong. For example, floating schools are currently being piloted in Zambia. This follows a request from child climate ambassadors to UNICEF Zambia to help meet the school needs of more than 200 children on the Zambezi flood plain who miss school for up to six months at a time when floods hit the area.[32] A project that involves solar-powered schools in boats in Bangladesh, initiated by an NGO called Shidhulai Swanirvar Sangstha, was recently nominated for an award at the World Innovation Summit in Education in Doha, Qatar, for its potential to provide uninterrupted schooling to children throughout the monsoon season.[33] In some countries, school schedules have also been adapted around weather patterns to reduce interruption to education. For example, in Nepal many schools have developed more suitable calendars, adjusting both daily routines and summer and winter holidays around extreme weather patterns, such as a 'morning shift' to avoid the extreme heat of summer afternoons.[34]

29. Save the Children UK and Save the Children US (2007) 'Joint position paper on School Feeding'
30. Visit to four communities in Amhara Region, Ethiopia, December 2012.
31. ADPC, Plan, Save the Children, UNICEF and World Vision, *Comprehensive School Safety – Working towards a global framework for climate-smart disaster risk reduction, bridging development and humanitarian action in the education sector,* October 2012.
32. UNICEF, Update on floating schools, 2012, http://www.unicef.org/zambia/6833_10758.html
33. BBC News, Solar powered floating schools, 16 November 2012, http://www.bbc.co.uk/news/in-pictures-20340184
34. Plan Nepal, Impact of Climate Change on Children in Nepal, 2012.

2.1.3 Challenges in advancing school safety

The research findings suggest four key challenges for school safety:

1. Lack of comprehensive assessments on safe school structures and lack of funding for retrofitting and rebuilding schools: There is a dearth of data globally identifying safe and unsafe school facilities, as well as a lack of systematic data gathering mechanisms to assess the impact of disasters on school attendance, dropout rates and quality learning. For HFA reporting, countries are asked to provide, as means of verification, the percentage of schools and hospitals assessed and the number of schools not safe from disasters. In 2011, the vast majority of countries reported that zero percentage of schools and hospitals had been assessed and that they did not know how many schools were unsafe.[35] A lack of guidance on how to carry out a nation-wide assessment of schools means that many countries cannot allocate funds as they do not know how much assessments may cost. Additionally, they would need to find or borrow the resources required to follow up on any recommendations that would come from this. It has been estimated that to retrofit all schools in China alone would cost more than US$ 100 billion.[36] Progress on school safety requires resources, technical capacity and political will, and more effort needs to be made in supporting this. The HFA Mid-Term Review highlighted that despite the fact that school safety has received a lot of political support, this has not always translated into action, as shown by the lack of allocated resources for school safety.[37]

2. Complexity and time to integrate DRR into the curriculum: Integration of DRR into often already crowded curricula may require multiple government ministries to work together. In 2011, only 44 per cent of the countries that reported on HFA Priority 3 had successfully integrated DRR into both their primary and secondary school curricula.[38] Even once it is officially integrated into the curriculum there can still be bottlenecks, which need to be identified and overcome. For example, in El Salvador, Plan noticed that the gap has been teacher training on DRR and has been supporting the government to strengthen this, through the development of teacher training guidelines and materials and integration of DRR in the modules for teacher training colleges.[39] The need for teacher professional development was also identified in a recent global study on DRR in the school curricula, which explained that often teachers are given a manual for teaching DRR but provided with no training.[40] Case study 2 above on Georgia provides an example of working with a government to support curricula integration and training.

35. UNISDR, Compilation of National Progress Reports on the implementation of the HFA: HFA Priority 2, core indictor 2.1, 2011.
36. H. Kunreuther and E. Michel-Kerjan, Natural Disasters: Challenge Paper, 2012, http://opim.wharton.upenn.edu/risk/library/CopenhagenConsenus2012_NaturalDistasters.pdf
37. UNISDR, Hyogo Framework for Action: Mid-Term Review, 2010-2011.
38. UNISDR, Compilation of National Progress Reports on the Implementation of the Hyogo Framework for Action: HFA Priority 3, Core Indicator 3.2, 2011.
39. Plan International, El Salvador and National Civil Defence Service, Disaster Prevention Included in School Curricula through Youth Project, from: UNISDR, Towards a Culture of Prevention: Disaster Risk Reduction Begins at School - Good Practices and Lessons Learned, 2007.
40. UNESCO and UNICEF, DRR in School Curricula, 2012.

3. Focus on school safety *outputs* rather than *outcomes*: A recent study by UNISDR on 'Assessing School Safety from Disasters' highlighted that there has been an initial flurry of activity to produce *outputs* (interventions and activities) on DRR and education, and that it is now time to yield a more substantive focus on school safety *outcomes* (changes or effects as a result of interventions).[41] Examples of school safety outcomes include no children dying in a school building during a disaster, or a school not closing for more than a certain number of days following a disaster; whereas outputs include number of schools with DRR integrated into the curricula or number of DRR school clubs established. Further research is needed on school safety outcomes, in relation to DRR efforts, and mechanisms should be developed to measure these. This also applies to student DRR learning, as assessments have been found to be rare and require strengthening – innovative methods need to be devised and adopted to ensure that DRR lessons are appropriate and effective.[42]

4. Lack of focus and funding for education in both slow and rapid onset emergencies: Slow onset emergencies, as well as rapid onset emergencies, can have a very strong impact on education. In a recent report on the 2011 food and nutrition crisis in East Africa and the 2012 crisis in the Sahel region of West Africa, Save the Children found that support for continuing education in an emergency was often neglected and was underfunded by donors. The initial focus of an emergency response in a slow onset crisis tends to be on providing food and shelter, and there is little attention being paid to the serious knock-on effect that food scarcity and malnutrition can have on children's education, with many children being forced to drop out of school.[43] In these contexts, attention must be focused on reducing the barriers to education that affect the most vulnerable children, such as ensuring that social protection pro-grammes target the most vulnerable families allowing children to stay in school during crises.[44] Case study 3 above describes an education in emergencies project in Somalia. This is also a problem in rapid onset disasters too, where focus tends to be on providing immediate relief and less attention is paid to ensuring the continuation of education.

● Consultation with youth in Nicaragua on the Children's Charter, 2012.

(Photo: World Vision)

41. UNISDR Thematic Platform for Knowledge and Education, *Assessing School Safety from Disasters – A Baseline Report,* 2012.
42. UNESCO and UNICEF, DRR in School Curricula, 2012.
43. Save the Children, A Creeping Crisis – The neglect of education in slow onset emergencies, 2012.
44. Ibid.

2.1.4 Tools and resources for advancing school safety

• Asian Disaster Preparedness Centre, Plan, Save the Children, UNICEF and World Vision, Comprehensive School Safety: Working towards a global framework for climate-smart disaster risk reduction, bridging development and humanitarian action in the education sector, October 2012.

• Global Facility for Disaster Reduction and Recovery (the World Bank), the Inter-Agency Network for Education in Emergencies and UNISDR, Guidance Notes on Safer School Construction. http://www.ineesite.org/assets/ Guidance_Notes_Safer_School_Constructionfinal.pdf

• Inter-Agency Network for Education in Emergencies, Minimum Standards for Education – Preparedness, Response, Recovery, June 2010. http://www.ineesite.org/en/minimum-standards

• Save the Children and UNICEF, Comprehensive School Safety: A Toolkit for Development and Humanitarian Actors in the Education Sector, October 2012. http://www.preventionweb.net/files/29491_29491comprehensives choolsafetytoolk.pdf

• UNICEF and UNESCO, Disaster Risk Reduction in School Curricula: Case Studies from Thirty Countries, 2012. http://www.preventionweb.net/english/ professional/publications/v.php?id=27715

• UNISDR Thematic Platform on Knowledge and Education, School safety baseline study, 2011. http://www.preventionweb.net/english/professional/publications/v.php?id=23587

2.2 Priority 2 – Child protection must be a priority before, during and after a disaster

Currently no global framework is in place for child protection and DRR. However, five focus areas have been identified by the child-centred agencies. These are:

1. Inclusion of child protection risks in disaster risk assessments, and targeting of high risk areas with interventions designed to strengthen the resilience of the most vulnerable children and families.
2. Strengthening existing child protection systems[45] so that responsible actors are able to prepare for and respond to disasters.
3. Provision of life saving knowledge and skills for girls, boys, families and communities, including the most vulnerable children in a particular context, such as disabled children, street children, working children, or others.
4. Provision of birth registration identification (ID) and other forms of ID made available and kept safe from potential hazards.
5. Ensuring that adequate laws, policies and mechanisms are in place and are adequately resourced to ensure implementation at national and local levels to safeguard appropriate care and protection for children during emergencies.

Children's views on child protection issues are described below.

2.2.1 Views from children

In the consultations, children in a number of countries explained how child protection issues, such as exploitation and abuse, had still not been solved in their communities during non-crisis situations and had a tendency to worsen during emergencies. In Ethiopia, the youngest children (8 to 12 years) tended to select child protection as their top priority. This could be because of their vulnerability to harmful traditional practices,[46] which the same group of children reported as increasing during periods of drought. Across the Latin American countries, children highlighted social issues and threats to child protection, such as violence, crime and drugs. In Ecuador, children identified risks related to violence and they explained the need for extra protection from violence when an emergency happens. In Bolivia, children said that they were afraid of abduction and trafficking. In Nicaragua, children highlighted the lack of security for children in shelters. In Kenya, children also complained of abuse by adults in emergency camps.

Children also provided some examples of advances in terms of child protection in their communities. For example, children in Ethiopia explained that the establishment of child protection clubs in their communities had helped to raise awareness about risks to children during emergency and non-emergency situations, and was helping to reduce harmful traditional practices.

Below are two case studies which highlight advances in terms of promoting linkages between child protection and DRR in Pakistan and Lesotho.

> "There should be a law for children missing during disasters."
>
> Nazreen, girl from India

> "The first thing that needs to be ensured is the protection of children. Otherwise there will be no education or anything else."
>
> Moges, boy from Ethiopia

45. "Although there is no standard definition of Child Protection systems, it is generally accepted that a "systems strengthening" approach represents a shift away from former "issue-based" approaches, which look to identify and respond to priority threats, towards a systems approach which encourages those responsible for child protection to treat any emergency as an opportunity to improve overall procedures and strengthen institutions, adopting new ways of working." Source: Child Protection Working Group, *Child Protection in Emergencies and DRR*, 2012.
46. Children consulted in Ethiopia defined harmful traditional practices as early marriage, child labour and female genital mutilation.

Case Study 4: Developing partnerships on child protection in Pakistan

Protecting children requires the efforts of both the government and civil society organisations. *Pakistan's Disaster Risk Management Framework (2007) recognises that children are usually disproportionately affected by disaster and includes a focus upon vulnerable social groups (such as children, women and minorities) as a guiding principle.[47] According to the HFA Progress Interim Report, the National DRR Policy, currently waiting for approval by the government, will aim to strengthen the resilience of vulnerable groups, including children.[48] The draft Child Protection (Criminal Law Amendment) Bill (2009) is still waiting to be passed, but currently makes no mention of the impacts of disasters on children.[49]*

Plan Pakistan has made engaging the government and civil society organisations on child protection, at both the national and local level, a specific objective of its child-centred DRR programme. The initiative, which aims to increase communities' resilience, began by establishing a DRR network at the district level. In each of the six districts where the programme has been implemented, six civil society organisations working on child rights and child protection were identified and invited to participate. Trainings have been provided to the network on child protection and DRR to strengthen their understanding and capacity on these issues. The network looks at the capacities and resources that exist for child protection within government departments and civil society organisations and aims to enhance their understanding of risks and DRR. Each network has also established a child protection bureau to provide a forum for discussing child protection issues. It also coordinates with relevant authorities and government child protection cells, which are the district level bodies with the responsibility of dealing with child protection issues and providing support to victims.

Within these networks, Plan has consistently advocated that children are the most vulnerable in disasters, but that if supported they are able to play a key role in building resilience in their communities. In the 2010 floods, Plan witnessed a number of child protection issues in Pakistan, particularly in the camps, such as an increase in child labour and a rise in early marriages. However, child protection issues are often neglected by communities during disasters, due to other priorities in the relief phase. To address this, Plan has been working to increase the understanding of child protection in communities vulnerable to disasters. Child protection committees have been established at the village and council level, consisting of male and female community members as well as child representatives, to help develop village level contingency plans and to establish roles and responsibilities for early warning, evacuation and protection. Plan is working to establish linkages between these child protection committees and the district governments. However, the government child protection cells are generally not active, which means that there is no mechanism for the committees to raise child protection issues with the district government. To overcome this challenge, Plan is encouraging the district governments to activate their child protection cells and is holding regular meetings on child protection at the district level for government representatives to attend.

Whilst there are challenges in terms of the child protection systems in Pakistan, progress has been made at engaging other government departments in the DRR programme. The District Disaster Management Authorities are increasingly recognising the strength of engaging children and young people in DRR, and volunteer groups have been established at the district level, comprising adolescents and youths leading DRR initiatives.

Source: Completed questionnaire by Plan Pakistan; and interview with Shahnawaz Khan, Plan Pakistan, 7 November 2012

47. National Disaster Management Authority, Government of Pakistan, National Disaster Risk Management Framework, 2007.
48. National Disaster Management Authority, Government of Pakistan, National progress report on the implementation of the Hyogo Framework for Action (2011-2013) – Interim report, 2012.
49. Government of Pakistan, Draft Child Protection (Criminal Law Amendment) Bill, 2009.

Case Study 5: The integration of DRR and child protection in Lesotho

Butha Buthe district in Lesotho is prone to regular droughts and floods, and also faces a risk of earthquakes. A paralegal team was originally formed in 2008, consisting of 45 community leaders including youths and representatives from several government departments. The team was trained in legal instruments to support and enforce child protection, in an effort to strengthen child protection systems in the district. The team selected a working committee, consisting of 12 members, who meet once a month to discuss current child protection issues, provide feedback and coordinate the team's child protection activities. The paralegal team was an instrumental stakeholder in World Vision Lesotho's child-centred DRR work in the district.

When government funding for the paralegal team ran out in 2010, World Vision stepped in to support this work so that activities could continue and provided many rounds of capacity building training to strengthen their work. In the absence of a district child protection team, the District Children's Committee (DCC) has appointed the paralegal team to coordinate and implement its activities. The idea emerged to include DRR in their activities, helped by the fact that the chairperson of the DCC was a strong advocate for DRR. A training session with orphans and vulnerable children in June 2010 managed to include DRR, along with other issues such as HIV and AIDS, food security and life skills.

The paralegal team, in partnership with the DCC, has continued to visit schools around the districts, raising awareness on child protection issues, legal instruments, life skills and DRR. This is a promising example of DRR becoming successfully mainstreamed into existing child protection structures and efforts, although the legal framework still needs to be strengthened. In 2011, Lesotho passed the Children's Protection and Welfare Act. However it makes no reference to the impact of disasters on children.[50]

Source: Written submission from World Vision Lesotho

• A new bridge is being built so that children can safely access their school, Lesotho.

(Photo: World Vision Lesotho)

50. http://www.law.yale.edu/rcw/rcw/jurisdictions/afs/lesotho/les_ch_welfare_bill.htm

2.2.2 What governments and agencies are doing to advance child protection before, during and after a disaster

The findings from the research highlight four areas of action to effectively advance child protection:

1. Documenting links between child protection issues and disasters:
The links between child protection issues and disasters have been well documented. This provides a strong basis for governments and NGOs to take action to prevent child protection violations before, during and after disasters. Raising awareness of these risks is crucial in terms of addressing them. There have been a number of initiatives focused around awareness raising, for example in El Salvador Plan has developed a website called *"Mis derechos ante disastres"* ("My rights during disasters") to empower children to understand their rights in disaster situations. The website makes use of crowdsource mapping to map out child protection mechanisms operating at local level, to raise awareness and accountability by relevant government institutions and other actors.[51] In India, Save the Children published "Safe You, Safe Me", a toolkit on violence against children which has been translated into 10 vernacular languages and disseminated across the country for inclusion into the Child Protection in Emergencies programme.[52]

2. Child-centred agencies are committed to strengthening the relationship between child protection and DRR: The Child Protection Working Group, the global level forum for coordination and collaboration on child protection in humanitarian settings,[53] has recently produced a draft paper defining child protection and DRR, as part of its efforts to identify and establish the links between the two areas of work. The paper outlines the importance of preventive interventions based on combining the assessment of risks related to child protection and to disasters. It highlights the need for effective integration of DRR with child protection so that everyone with responsibility for children's rights, and within humanitarian and development work, systematically takes action before, during and after a disaster, to prevent and minimise risks and threats to children that may arise.

At a national level, for example, the child-centred agencies are working together in India to promote the systematic inclusion of child-centred risk reduction and response approaches in the government's new 'Integrated Child Protection System', a flagship programme of national and state governments. This has already shown an improvement in the protection and safety of children in the pilot states over the past five years, particularly with regard to risks such as disaster-induced migration.[54] This highlights the value of child-centred agencies working together to support governments in reducing child protection risks for children affected by disasters.

3. Child protection analysis tools available allowing for integration of disaster risk: Child-centred agencies use various tools to identify and prioritise child protection issues. For example, World Vision has developed a tool called 'ADAPT' (Analysis, Design and Planning Tool) to identify and prioritise child protection issues. The tool aims to identify the root causes of threats to children and to describe the structure and effectiveness of the child protection system, so that it can determine the next steps for project design and implementation.

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51. http://www.misderechosantedesastres.org.sv
52. http://srsg.violenceagainstchildren.org/sites/default/files/images/childrens_corner/Safe_You_and_Safe_Me.pdf
53. The Child Protection Working Group brings together NGOs, UN agencies, academics and other partners.
    For more information, please see: http://cpwg.net/
54. Written input from Ray Kancharla, Save the Children India.

This is generally carried out at the national level (through a desk study) to identify key child protection issues in a country, and at the local level (through participatory assessment tools with children, adults and other stakeholders) to identify child protection issues and priorities in the community. Other child-centred agencies use similar tools to map child protection issues at the national and local level. These tools offer an important opportunity to incorporate disaster risk, by correlating information on hazards with information on child protection risks to identify vulnerable communities.

4. Child participation in disaster risk assessments allowing for identification of child protection risks: Involving children in disaster risk assessments is essential to identify child protection risks. Children tend to have a holistic view of hazards and vulnerabilities and often identify child protection risks that are missed by adults. When children participate in vulnerability and capacity assessments they frequently explain that they feel child protection problems such as violence against children, and alcohol and drug abuse are key obstacles to strengthening their communities' resilience to disasters.[55] Referral systems must be in place for immediate protection risks.

2.2.3 Challenges in advancing child protection before, during and after a disaster

The research findings suggest two key challenges for child protection:

1. Lack of focus on the impacts of disasters and climate change in reporting on the Convention on the Rights of the Child: 193 countries have signed up to the Convention on the Rights of the Child (CRC), which sets out children's fundamental human rights and takes into account their need for special assistance and protection. An accountability system is in place to assess the performance of signatory States' regarding their implementation of the CRC. State parties are obliged to submit a report every five years to the UN Committee on the Rights of the Child which is examined by the Committee along with additional information such as parallel ('shadow') reports from NGOs and intergovernmental organisations. Although it can be argued that signatory States to the CRC have an obligation to safeguard the rights of girls and boys from disaster risks through their disaster preparedness, mitigation and response programmes, a study by Plan found that there was little mention of disasters related to natural hazards in CRC State and NGO reports of countries which have experienced large scale disasters during the reporting period in question.[56] This is likely to be due to the fact that experts involved in monitoring of the CRC are typically not knowledgeable about DRR and climate change, and DRR experts often have poor understanding of the CRC monitoring cycle.[57] DRR staff in governments and NGOs need to ensure they are systematically inputting into the CRC reporting processes.

2. Weak implementation of national legislation and policy frameworks on child protection: Although the national legislation and policy framework is often strong in many countries, implementation at the local level is often variable or weak. For example, research by World Vision found that in Nepal child welfare boards are absent from over a third of districts, and in Afghanistan and Somalia there are no local level government child protection services.[58] Partnerships between local civil society organisations on child protection were also found to be very weak, undermining the ability to provide effective child protection services in disaster-prone areas.[59] There is a need to ensure that children affected by disasters are considered in child protection legislation and policy frameworks and to strengthen its implementation in disaster-prone areas.

55. Plan International, Child-Centred DRR Approach – Case Studies.
56. Plan Sweden, A Review of Disaster Risk Management, Conflict and Climate Change in the Monitoring of the Convention on the Rights of the Child, September 2012.
57. Ibid.
58. World Vision, *Evidence of capacity for local and national partnerships for child protection in over seven of the world's least developed countries,* Andrew Ware, ISPCAN Congress XIX, September 2012.
59. Ibid.

2.2.4 Tools and resources for advancing child protection in disasters

• Child Protection Working Group (Global Protection Cluster), Minimum Standards for Child Protection in Humanitarian Action, 2012. http://cpwg.net/minimum-standards/

• Child Protection Working Group (Global Protection Cluster), Child Protection in Emergencies and Disaster Risk Reduction, 2012.

• Child Protection Working Group (Global Protection Cluster), Too Little, Too Late: Child Protection Funding in Emergencies, video: http://www.youtube.com/watch?v=ze55NOTGukQ, and report: http://oneresponse.info/GlobalClusters/Protection/CP/Documents/Too%20Little%20Too%20Late%20Report.pdf

• UNICEF, Core Commitments for Children in Humanitarian Action, 2010. http://www.preventionweb.net/english/professional/publications/v.php?id=15168

• World Vision, ADAPT for Child Protection, 2011. http://beta.wvi.org/sites/default/files/Child_Protection_ADAPT.pdf

2.3 Priority 3 – Children have the right to participate and to access the information they need

This priority focuses on the fundamental right of children to participate in DRR initiatives and to access appropriate information to gain knowledge and contribute to decision-making. Focus areas identified by the child-centred agencies in support of this priority include:

1. Children are involved in risk assessments and should have access to disaster risk management data (national risk maps/science data on disasters and climate change) provided it is presented in child-friendly ways.
2. Children's groups, school clubs and children's parliaments are involved in DRR planning, implementation and monitoring and evaluation (M&E) at local, national and global levels.
3. Children are involved in DRR awareness raising through child-led media.
4. Children are leading campaigns and undertaking environmental protection actions (for example mangrove protection).
5. Children having a voice in high-level debates and conferences, such as the Global Platform for DRR.

Children's views on their right to participate, the challenges of children participation, and their positive role in DRR are discussed below.

2.3.1 Views from children

This is the priority that children across the world were most vocal about during the consultations in 2012. Responses varied widely from children feeling that they were not listened to and had very little opportunity to participate, while others expressed high levels of participation, but in all countries children recognised the important contribution they could potentially make to reducing disaster risk in their communities.

In the Asian countries, the children consulted were on the whole very active in DRR, with children from Bangladesh, Cambodia, East Timor, India, Indonesia and the Philippines all demonstrating some level of DRR knowledge and participation in DRR activities facilitated by child-centred agencies. In 9 out of the 11 countries that carried out consultations in Latin America and Africa,[60] children reported that they did not feel listened to by adults and/or they were not able to participate in DRR decision-making.

Children from all countries reported that there are some children who are unable to participate in DRR and listed a number of reasons for this, including:
- Parents not allowing them to;
- The demands of responsibilities/chores at home;
- Children having to work;
- Children being out of school;
- Disabled children lacking opportunities to participate;
- Safety concerns in allowing children out, especially girls.

To address these issues, children in several countries suggested that there be more outreach work to parents to help them understand the importance of allowing their children to participate in DRR initiatives. Children also wanted DRR trainings and drills to be extended to the whole community (and not just in schools) to ensure the whole community is prepared.

The following case studies demonstrate advances in promoting child participation in DRR in Ethiopia and the Philippines.

"I have passed information onto my grandfather and grandmother who live and work on their farm. I increased their capacity and they have already made changes on their farm to reduce the risks of disasters. They have chopped down tree branches and burnt off old areas of grass to avoid fire."

Pedro, boy from East Timor

"Dear Disaster, Whatever you are, we want to let you know that through our teamwork, we will be able to overcome you because we now know what to do."

Almira, 13 year old girl, Philippines

"We are involved in actual DRR work, such as labour for constructing a bridge, but we are left out from meetings."

Theresa, girl from Zambia

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60. These were: Bolivia, Brazil, Dominican Republic, Ecuador, Nicaragua, Ethiopia, Kenya, Mozambique and Zambia.

Case Study 6: Child-centred DRR in an urban context in Ethiopia

• Top: Children in Mahgo village primary school in Amhara region, Ethiopia, complete a body map to explain how children participate in their area.

(Photo: Emily Bild)

• Below: The Charter Priorities are analysed and balanced at Mewat village school, Amhara region, Ethiopia.

(Photo: Hedinn Halldorsson, Save the Children)

The Government of Ethiopia is currently validating a National Policy and Strategy on DRM. The draft states that DRM systems will give special attention to vulnerable groups, including women, children and people with disabilities. It also includes establishing social protection mechanisms to assist 'at risk' populations (including children) and recognises the need to protect enrolment of children in schools.[61]

The draft Child Protection Policy is currently waiting for approval by the government, but contains no reference to the impacts of disasters on children.

World Vision identified that there are significant numbers of vulnerable people living in urban areas who are not being reached by existing DRR initiatives. An initial baseline survey conducted by World Vision in 2008 established that less than 39 per cent of the target population had knowledge on disasters and they lacked information on who was responsible for dealing with disasters in their towns. Only 9.5 per cent of people surveyed were aware of any disaster preparedness plans.[62]

To address this, World Vision began working on community-based DRR projects in urban areas in 2008. Because many of the policies and programmes in Ethiopia only considered rural areas, it took time and effort to persuade all stakeholders of the relevance of DRR in the urban context. Frequent meetings and trainings on DRR and children's vulnerability to disasters were held to encourage the relevant city administration offices to participate, including the Education Department, the fire brigade and the National Disaster Management Authority. Involving these partners in risk assessments and in designing action plans also increased their level of interest and commitment in the work.

The project initially targeted a large urban market and slum area called Merkato, in the capital Addis Ababa. A key challenge was to engage the community to participate in this project as they were working long hours to earn a living. Encouraging people to take two or three hours out of their busy schedule, resulting in a loss of earnings for that time, was a difficult task. However, the fact that World Vision had been present in this community for over 10 years meant that they could use their connections with community leaders to persuade them of the importance of getting involved in the DRR activities. They also worked through schools' parent teachers associations, persuading them that the time invested would be worthwhile. Reaching out of school children has proved more challenging than those in school, because the school system provides a structure for reaching children with DRR activities. The project staff have struggled to identify and engage with out-of-school children in urban areas and more learning is required on how to achieve this.

As this project is the first attempt by World Vision to initiate community-based DRR in an urban area of Ethiopia, the plan is to establish some 'best practices' and then scale up to other urban areas. However, establishing DRR clubs in other towns and cities requires significant funding. One key success has been that the education authorities have recognised the importance of DRR and are making an effort to integrate it into the education system. The process of integrating DRR into the curricula for grades one to eight was completed in September 2012, meaning that more children in rural and urban areas will be reached through child-centred DRR. World Vision is also capitalising on the media to increase coverage of DRR messages to a wider geographical area.

Source: Interview with Gutu Tesso, World Vision East Africa Regional Office, 7 November 2012; World Vision Ethiopia completed questionnaire; and Mid-Term Report, 2010

61. Government of Ethiopia, DRAFT *National Policy and Strategy on Disaster Risk Management*, 2010.
62. Baseline survey conducted by World Vision in 2008.

Case Study 7: Children become ambassadors for DRR in the Philippines

• Top: Children and their families pictured in the Ecoville settlement in Cagayan de Oro funded by Xavier University. Many families lost their houses during Tropical Storm Washi.

(Photo: UNICEF UK/Philippines/2012/Maitem)

• Below: Children of Barangay Banaba perform a skit whose theme is the environment. San Mateo, Rizal near Manila, Philippines. May 2, 2012.

(Photo: UNICEF UK/Philippines/Kat Palasi/2012)

Plan has been working on its child-centred DRR programme in San Francisco, in Cebu province of the Philippines, since 2007. The programme began by working with Local Government Units (government divisions), civil society organisations, religious organisations and children themselves to develop localised risk assessment tools to analyse risks facing the communities.Since its outset, children and youth have been engaged in all aspects of resilience building, from risk assessment and planning, to implementation, and monitoring and evaluation.
Out-of-school youth have also participated in training exercises on search and rescue, emergency response and swimming.

Children have now become central figures in the community in terms of DRR and climate change adaptation activities. For example, student leaders participate in local government decision making through the Local Disaster Coordinating Council.

Plan has encouraged and supported a peer learning approach so that mayors, children, teachers and parents can share their experiences with their peers from other areas. This has the advantage of allowing them to speak in language that they can understand and relate to. Children and local officials from San Francisco have become ambassadors for DRR within the Philippines and across the world, with two children from the community sharing their experiences at the Global Platform for DRR in Geneva in May 2011.

The Philippines benefits from strong national government support for DRR. A DRM framework is in place that supports and facilitates action at the local government level. *The Disaster Risk Management Act (2009) in the Philippines recognises that "vulnerable and marginalised groups" (which include children, women and differently-abled people) face higher exposure to disaster risk and poverty.[63] However, the National Disaster Risk Reduction and Management Plan (2011-2028) makes no specific reference to children or children's vulnerability in the section on "cross-cutting issues".[64] According to the HFA progress report (2009-2011), DRR has been integrated into both the primary and secondary education curricula.[65]*

In terms of child protection legislation, the Children and Youth Welfare Code (1974) does not mention the impact of disasters on children, although it does state that "Every child has the right to protection against exploitation, improper influences, hazards, and other conditions or circumstances prejudicial to his physical, emotional, social and moral development."[66]

Despite the success of Plan's programme, challenges remain. There still tends to be a 'piecemeal' approach to DRR and greater efforts need to be made to ensure that civil society organisations and international NGOs coordinate before approaching the government or talking to children to avoid creating conflicting messages on resilience. Good practice in terms of children's participation also takes continuous work – to ensure that parents understand and consent to the activities, to accommodate the children's schedules so they can balance their involvement with school work and home chores and to gain the support of local government officials, as some still doubt the capacity of children. However, this programme demonstrates that with continued support, children can become strong ambassadors for DRR in their communities and beyond.

Source: Plan Philippines completed questionnaire; and UNISDR, Making Cities Resilient, 2012

63. Government of the Philippines, *Disaster Risk Management Act*, 2009.
64. Government of the Philippines, *National Disaster Risk Reduction and Management Plan (2011-2028)*.
65. Government of the Philippines, *HFA Progress Report (2009 – 2011)*.
66. Government of the Philippines, *The Child and Youth Welfare Code – Presidential Decree No. 603*, 10 December 1974.

2.3.2 What governments and agencies are doing to promote child participation in DRR

The findings from the research highlight four areas of action to effectively advance child participation in DRR:

1. Increasing recognition by both communities and governments of the role children can play in making their communities safer: The various roles that children can play in DRR have been well documented and are being increasingly recognised at all levels. In many places, children are gradually being recognised as 'agents of change' and as an important means of communicating DRR messages in their community and beyond. In Bangladesh, Plan has been supporting children to raise awareness on DRR and children have been going door-to-door in their communities to warn people about risks and spread DRR messages.[67] As a result of these activities, children's potential contribution to making their communities safer is now acknowledged more widely by adults. For example, children shared their contingency planning with the Union Disaster Management Committees (UDMC), a government administrative body tasked to deal with disasters at the community level, who were persuaded to integrate some of the children's recommendations into their DRR plans. One UDMC member commended children for the contribution they made, commenting that: "Children are very good at raising awareness which is a really important task." The valuable agency of children to affect behavourial change in their communities led one UDMC to invite four children to join its committee. Soon after, the nine remaining UDMCs in the sub-district of Hatibandha followed suit. This has been quite an achievement for a society where children's participation is culturally not encouraged.[68]

2. Making use of multi-media for child participation in DRR: Children across the world have been involved in a wide range of DRR activities and innovation in this area is strong, both in terms of creating new ways to raise awareness on DRR and in generating creative opportunities for children to participate. In Panama, the government has been working with several UN agencies and NGO partners to pilot a project called 'Map Your School', which uses innovative technology from Google Earth to engage children in identifying and addressing risks to their school and community.[69] Other innovative means of reaching children with disaster risk messages include text messaging, child-led radio programmes, cartoons such as the 'Meena story' in Pakistan and children's television cartoons, such as the 'Tales of Disasters' series in the Philippines.[70]

2.3.3 Challenges in advancing child participation in DRR

Challenges to promoting child participation are numerous. Four key challenges have been identified in the research:

1. On-going barriers to child participation: There are still numerous barriers to child participation in DRR including cultural beliefs and attitudes around the role of children, lack of support for and understanding of DRR by parents, challenges involving out-of-school children and lack of time for children to engage in DRR activities. Where children do participate, their views and ideas are not always listened to. In Armenia, UNICEF reported that the main challenge in their DRR and education project was the lack of a culture of participation in Armenian schools.

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67. Questionnaire completed by Plan Bangladesh.
68. Ibid.
69. UNICEF-UNOSAT, *Map Your School: DRR integrated to use of satellite mapping*, June 2012.
70. http://www.childreninachangingclimate.org/library_page.htm?metadata_value=Tales%20of%20Disasters%201:%20
    Floods%20and%20Landslides&wildmeta_value=

However, by working closely with government partners and teachers, and introducing child-friendly DRR tools, the schools were supported in introducing new practices and procedures based on collaboration and active participation.[71] In Pakistan, Plan reported challenges in some communities due to the socio-cultural environment, as initially parents of adolescent girls were reluctant to allow them to join the children's groups or participate in DRR activities. However, through continual efforts to mobilise and engage the communities and ensure the safety and protection of girls, Plan managed to overcome these barriers gradually and include girls in various local level activities.[72]

2. School-based DRR work needs to be extended to the whole community, including out of school children: Although schools are an effective entry point for DRR work, it should not end there. Schools must form a partnership with communities so that children can easily pass on DRR messages to all stakeholders.[73] This is particularly important to ensure that out-of-school children are able to access DRR information and engage in DRR efforts. Children engaged in formal and informal labour tend to be harder to reach because of their demanding and varied timetables and the lack of a central forum, such as a school, to reach them through. In El Salvador, Plan has employed a number of methods to reach out-of-school children, such as: training children as trainers to teach their peers; working with churches to integrate DRR messages into masses and including DRR lessons in a programme for children working on the streets in urban areas. It is also essential to consider young children (from birth to eight years) in DRR interventions, to ensure that they are reached with appropriate information both directly and indirectly (through service providers and caregivers).[74]

3. Cost and capacity to scale up community-based DRR projects:
Child-centred community-based DRR projects tend to involve working intensively in relatively small geographical areas (i.e. projects cover a handful of schools and communities in one high-risk area). Agencies implementing community-based projects need to work closely with local, district and national governments to encourage the scale up of initiatives and sharing success and learning across communities. Working with media can also help to increase coverage of DRR messages to a wider geographical area.[75] As well as increased funding for the scale up of successful child-centred DRR projects, there needs to be more documentation and sharing of experiences to enable learning and replication.

4. Challenge of implementing child-centred DRR in urban contexts: DRR work ends to be more difficult to implement in urban settings, rather than rural areas. In Bangladesh, Plan explained that DRR awareness raising was more challenging in urban settings due to the lack of community space and community feeling.[76] Children consulted there explained that it was challenging to collect information from individuals in urban areas as people are very busy with their livelihood activities and highlighted that the participation of girls was stronger in rural areas than urban areas. This issue has also been raised in other countries, which reported the lack of community feeling in urban areas as a challenge to DRR work.[77] Case study 6 above focuses on urban child-centred DRR work in Ethiopia. Given the number of children at risk in urban areas, it is essential that successful examples of engaging children in DRR work in urban areas are documented and shared.

71. Questionnaire completed by UNICEF Armenia.
72. Questionnaire completed by Plan Pakistan.
73. Questionnaire completed by Plan Nepal.
74. UNICEF, Disaster Risk Reduction and Early Childhood Development, 2011, http://www.unicef.org/ceecis/DRRECD.pdf
75. Questionnaire completed by World Vision Ethiopia.
76. Questionnaire completed by Plan Bangladesh.
77. Interview with Daniel Stothart, Plan Dominican Republic, 9 November 2012; and interview with Joseph Adasi-Bekoe, World Vision Ghana, 22 November 2012.

2.3.4 Tools and resources for advancing child participation in DRR:

• IFRC, Children in Disasters: Games and guidelines to engage youth in risk reduction, 2010.
http://www.preventionweb.net/english/professional/publications/v.php?id=16726

• Plan International, Child-Centred Disaster Risk Reduction: Building resilience through participation, 2010.
http://plan-international.org/about-plan/resources/publications/emergencies/child-centred-disaster-risk-reduction-building-resilience-through-participation/

• Plan International, Child-Centred DRR Toolkit, 2010,
http://plan-international.org/about-plan/resources/publications/emergencies/plans-child-centred-disaster-risk-reduction-toolkit/

• Save the Children, Child-led Disaster Risk Reduction: A practical guide, 2007.
http://www.preventionweb.net/english/professional/trainings-events/edu-materials/v.php?id=3820
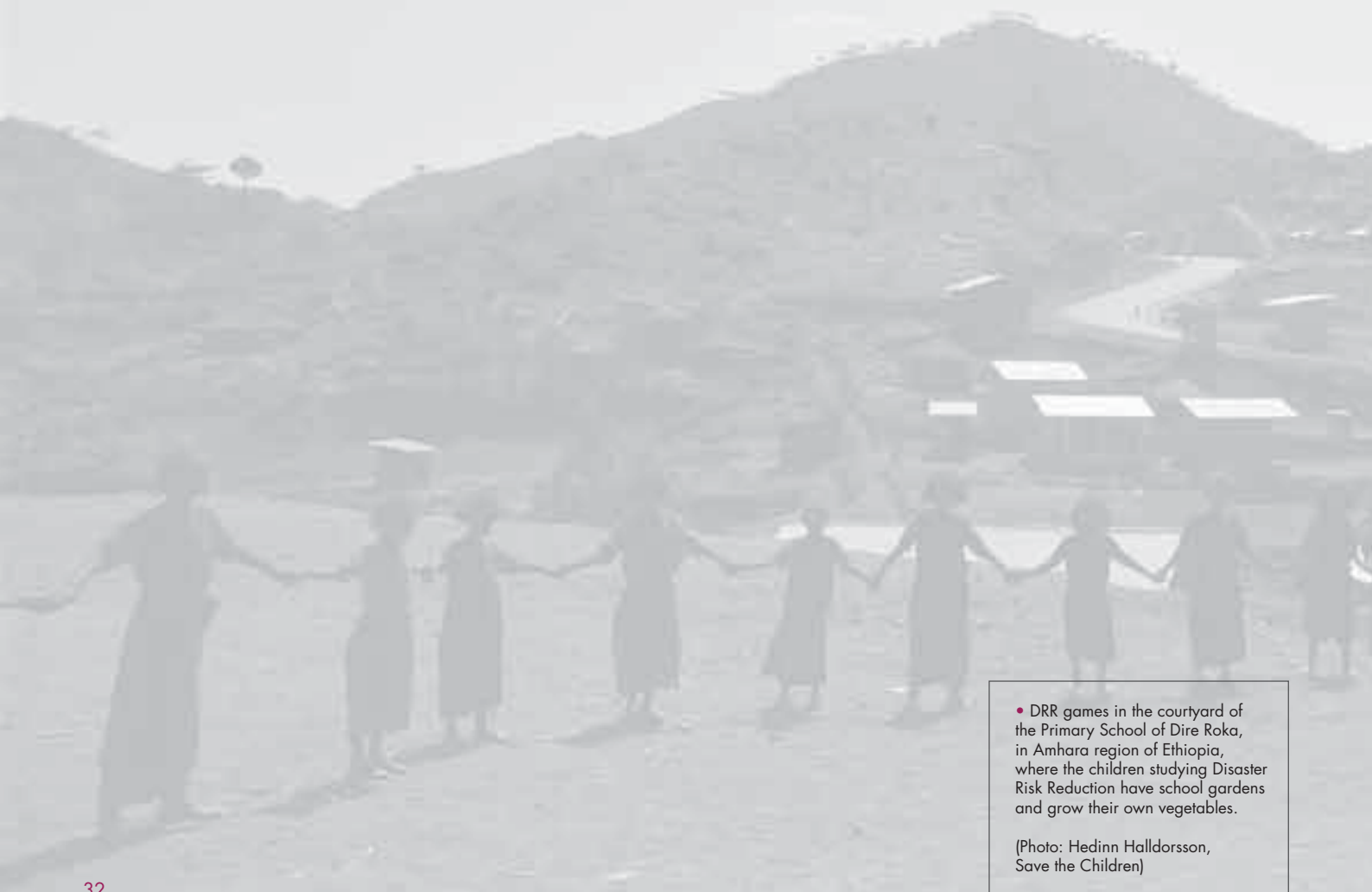
• DRR games in the courtyard of the Primary School of Dire Roka, in Amhara region of Ethiopia, where the children studying Disaster Risk Reduction have school gardens and grow their own vegetables.

(Photo: Hedinn Halldorsson, Save the Children)

2.4 Priority 4 – Community infrastructure must be safe, and relief and reconstruction must help reduce future risk

This priority covers a range of different issues that featured strongly in the children's consultations for formulating the Charter in 2011, including:

1. Safe schools and hospitals and application of building codes – supporting education and health facilities and services to be able to function in the aftermath of disasters
2. Safe water and sanitation facilities – ensuring water, sanitation and hygiene (WASH) programming is disaster and climate proof
3. 'Building back better, safer and fairer' through hazard risk assessments (including children's perspectives)
4. Safe roads and bridges and contingency plans for access and transport
5. Communications infrastructure supported to be able to function in the aftermath of disasters

Children's views on the limited progress of these focus areas are described below.

2.4.1 Views from children

In the consultations, children across Africa, Asia and Latin America consistently rated safe community infrastructure as the priority where least progress had been made in their communities, citing time and money as key barriers to its achievement. They also highlighted the importance of assessments before construction work is carried out and expressed concerns over poor quality work. For example, in East Timor children expressed concern about the infrastructure around their towns, saying that there were certain buildings, roads and bridges that they were worried would not withstand a disaster. Children in the Dominican Republic reported that building codes were ignored, and that most structures, bridges and roads did not meet the required safety standards. In another region of the Dominican Republic, children gave an example of a bridge that had recently been built by the central government's Ministry of Planning but had already been damaged twice during flooding of the river, affecting many families living nearby.

Children across Africa reported that access to safe drinking water, especially during emergencies, was still a challenge. In Zambia, children explained that there was a need to construct more water points in their communities because people were using water from unprotected wells, which has led to the spread of waterborne diseases. In Kenya, children also highlighted the risk of diseases, such as cholera and malaria, which they said were rife during floods, and in Lesotho, children called for the construction of water taps in their villages so that they have access to safe water during disasters. In Ethiopia, children described safe infrastructure as the key to development, but explained that this barely exists in their communities, which lack health centres and are often inaccessible due to poor roads. During droughts, in particular, they had to walk further to get water which they explained could be dangerous.

The following case studies demonstrate examples of promoting safe community infrastructure and 'building back better, safer and fairer' in Haiti and Ghana.

"I want good and strong buildings that will not break easily."

Hillary, girl from Zambia

"Safe community infrastructure is the hardest priority because this is something that should be done by the government and usually it takes time."

Arjin, boy from Indonesia

"Some people don't have the knowledge to build in safe areas. For example they build next to a river in the dry season, but when it rains it will be washed away."

Florina, girl from East Timor

Case Study 8: Involving children in Post Disaster Needs Assessment in Haiti

Following the devastating earthquake that struck Haiti in January 2010, a Post Disaster Needs Assessment (PDNA), led by the World Bank, United Nations Development Programme (UNDP) and the Haitian government, took place to inform the country's reconstruction strategy. Criticism was raised that the PDNA process was top down and did not consult the affected population. Plan, in partnership with UNICEF, took on the task to inform Haiti's young population of the purpose of the PDNA process, and ensure their voices could contribute towards it. The general objective of the project was to ensure children and young people's needs and voices were reflected in the government's recovery and long-term development plans. The project sought to include discussions of the root causes of vulnerability and to ensure a holistic approach to the country's risk profile – including hazards such as earthquakes, floods, landslides, as well as social risks such as child trafficking, child protection, violence and abuse.

Plan trained 18 youth facilitators (representing each of the nine departments covered) to conduct sex and age disaggregated focus group discussions with 1,000 girls and boys across the country. Efforts were made to ensure children living in communities hosting displaced people were also included, as well as marginalised groups such as disabled children. The findings from the consultation with children and youth were presented at the UN High Level Donor Conference on Haiti held in New York in March 2010. To ensure greater awareness of the PDNA process Plan partnered with the Panos Institute to support local journalists in reporting on the PDNA consultation process and informing the wider population through broadcasts on local radio stations.

Results from the child-centred PDNA show that in the long-term, children are very enthusiastic about being involved in the rebuilding of their country, and want to play a role in Haiti's recovery. In the immediate future, the focus groups revealed that children wanted to get back to school as soon as possible, and also to be better prepared to face future risks (such as floods, landslides and other potential aftershocks). They also shared their concerns for the protection of children from all forms of violence and discrimination.

In terms of replicating this exercise in other post-disaster contexts, Plan recommends ensuring prior planning for PDNAs – developing guidelines and tools and establishing strong partnerships in advance for facilitation, documentation and dissemination. This should also include promoting a collaborative effort with other agencies to ensure the voices of marginalised groups are included, for example working with agencies specialised in disability.

Source: Plan International, Children and young people's voices in Haiti's Post Disaster Needs Assessment, March 2010; and additional input provided by Kelly Hawrylyshyn, Plan UK

Case Study 9: Supporting communities to identify and address infrastructure risks in Ghana

• Top: Children in DRR clubs initiating environmental projects in their schools (Ga West Area).

(Photo: Gutu T. Boka, World Vision International)

• Below: Children in DRR club in Ga West Area receiving their DRR booklet.

(Photo: Gutu T. Boka, World Vision International)

Ghana is in the process of developing a Plan of Action on DRR and Climate Change Adaptation in an effort to support government departments working together on DRR.[78] The Government of Ghana has also initiated moves to ensure that in the National Building Regulations and the Building Code, issues of DRR are brought to bear on all construction projects in the country.[79] Ghana's HFA progress report states that DRR has not yet been integrated into the primary or secondary school curricula and that this has been constrained by the lack of a national policy on mainstreaming DRR into the school curricula and a lack of institutional commitment.[80]

In terms of child protection legislation, The Children's Act (1998) makes no specific reference to the impact of disasters on children's rights.[81]

As part of its Children in Emergency Response and Disaster Mitigation project in Ghana, World Vision has established DRR clubs for children to learn about DRR and environmental issues. The DRR clubs look at everything around them to identify potential risks. In the village of Akotoshie, children identified the bridge that they cross between their houses and school as a risk as it often got damaged or even washed away in the rainy season. They then encouraged the adults in the village to repair and strengthen the bridge, which they did using local materials. Similar projects have occurred in other participating communities.

The impacts of climate change are already being felt across Ghana, with rainfall patterns changing and becoming less predictable. World Vision staff reported that heavy rains come now when they are not expected and at other times, anticipated rains fail to come at all. Erosion of roads, bridges and houses has become a serious problem due to heavy rains. The government has constructed main roads connecting villages, but inside the villages there is little or no government intervention so communities are forced to maintain their own infrastructure. Children have been involved in checking roads and bridges for signs of erosion and with the support of adults, have used sandbags to protect and reinforce them. Children have also organised their communities to clean out boreholes so that their water is kept clean and safe throughout the year.

The DRR clubs have empowered children to lead the way and motivate the whole community to improve the safety and sustainability of their local infrastructure.

Source: Completed questionnaire by World Vision Ghana; and interview with Joseph Adasi-Bekoe, World Vision Ghana, 22 November 2012

78. http://www.ghana.gov.gh/index.php/news/general-news/11675-action-plan-on-disaster-risk-reduction-climate-change-adaptation-in-the-offing
79. Ibid.
80. Government of Ghana, National progress report on the implementation of the HFA (2009-2011).
81. Government of Ghana, The Children's Act, 1998.

2.4.2 What government and agencies are doing to advance safe community infrastructure and 'build back better, safer and fairer'

Five key areas of action to effectively advance safe community infrastructure and 'building back better, safer and fairer' have been identified in the research:

1. Creating high profile campaigns for safe schools and hospitals:
The issue of safe community infrastructure (particularly concerning schools and health centres) has achieved a relatively high profile. UNISDR launched the "One million safe schools and hospitals" campaign in 2010, calling on all stakeholders to pledge support for this global initiative aimed at creating a demand to ensure the safety of schools and hospitals from disasters. Some of the success stories from around the world have been shared on their website.[82] In Pakistan, following the 2005 earthquake where 10,000 schools were destroyed and 17,000 children lost their lives,[83] the National Disaster Management Authority worked with UNISDR and Plan to launch the campaign at the national level, and they have produced four guides on safe schools and hospitals in Urdu.[84] Other international actors have also taken up the issue. The World Bank has recognised the importance of structural safety of schools and health infrastructure and is currently reviewing how best to support this agenda.[85] The International Labour Organisation (ILO) has also been involved in several projects across the world to train workers on disaster safe construction.[86]

2. Making use of local technologies to improve the safety of community infrastructure: The International Federation of the Red Cross and Red Crescent Societies (IFRC) and NGOs have been supporting communities to develop innovative disaster mitigation projects across the world to improve the safety of community infrastructure. For example, in North Korea the Red Cross has been supporting communities to build stonewalls to safeguard farmland and household assets from floods.[87] These have been constructed in a way that promotes sustainability and facilitates easy local repair and maintenance without further costs. The Red Cross is now looking at how to adapt these measures to more uncertain weather patterns due to climate change, rather than basing assessments for future need only on past experiences.[88] In Bangladesh Save the Children has supported the raising of houses vulnerable to floods, and has repaired and maintained access roads in communities.[89] In the Philippines World Vision has been supporting a multi-stakeholder initiative to develop floating houses, which is an idea developed by the communities during their risk assessments.[90] There is a need to document and share experiences of improving the safety of community infrastructure to support scale up and replication.

82. http://www.safe-schools-hospitals.net/en/Home.aspx
83. UNISDR, *Disaster Prevention for Schools Guidance for Education Sector Decision-Makers*, Consultation version, November 2008, p.3
84. Completed questionnaire by Plan Pakistan.
85. Email response from the Global Facility for Disaster Reduction and Recovery, World Bank.
86. Email response from ILO.
87. IFRC, *Building Capacity in Disaster Risk Management – Lessons learned in the Democratic People's Republic of Korea*, 2010.
88. Ibid.
89. Save the Children, *Examples of Save the Children's Construction Experience*.
90. Plan and UNICEF, *Report from the Forum on Child-Centred Disaster Risk Reduction and Climate Change Adaptation*, Philippines, 16 – 17 October 2012.

3. A global 'push' to 'build back better, safer and fairer': In 2011, the World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR), UNISDR and partners held the World Construction Conference in Geneva, the first large-scale global conference focused on disaster recovery and reconstruction. This brought together over 2,500 leaders, policy makers and practitioners from governments, international organisations, NGOs, academia and the private sector to assess and share experiences and initiate a policy dialogue for an international disaster recovery and reconstruction framework. This conference helped to raise the profile of the need for sustainable recovery and reconstruction and catalysed processes to review and reflect on current reconstruction practices.[91] The HFA national reporting process also calls on countries to report on progress relating to resilient recovery and risk assessments in post-disaster recovery and reconstruction planning (HFA priority 4, core indictor 5). At the national level, strong government leadership is required to ensure that effective building codes are developed and implemented, for example in the Philippines where current government leadership on DRR has meant that roads and bridges are generally being repaired and constructed with strict compliance to construction standards.[92]

4. Integrating children's views into recovery efforts: There have been a number of recent initiatives supporting children to input into post-disaster recovery efforts. In Japan Save the Children has initiated the project "Hear our Voice – children's voices" in communities affected by the Great East Japan Earthquake and Tsunami in March 2011, to enable over 11,000 children to provide input into urban planning and recovery efforts. Children came up with a list of "what they liked" and "what they didn't like" in the reconstruction plans and presented these to the leadership of local municipalities.[93] Case study 8 demonstrates children inputting into the Post-Disaster Needs Assessment for Haiti's 2010 earthquake. This needs to become standard practice, so that disaster-affected children are given the opportunity to input into all recovery efforts and to ensure that their ideas and recommendations are addressed.

5. Children and young people are taking action to make their community infrastructure safer: Although it is primarily the government's responsibility to ensure that infrastructure is built to be safe and sustainable, in some places young people are overcoming a lack of resources to initiate safe community infrastructure projects in their communities. Sare and Kemo villages, in the Casamance region of Senegal, are located in a lowland area and experience persistent flooding. The inter-community interaction is almost non-existent during the rainy season because of the floodwaters separating the two villages. As the local authorities did not do anything to improve the situation, the youths of the two villages worked together to build a bridge themselves, using local knowledge and materials. This allowed people to travel between the villages throughout the year and facilitated the movement of goods and farm produce between the markets. When the mayor visited and saw how vulnerable their situation was, he agreed to fund a proper permanent structure for the villages.[94]

91. http://www.wrc-2011.org/wbwrc/wrc_about_overview.html
92. Completed questionnaire by Plan Philippines.
93. Save the Children Japan, *Hope: Speaking out from Tohoku, and One Year On,* 2012.
94. Global Network for Disaster Reduction, A bridge towards resilience,
    http://www.globalnetwork-dr.org/case-studies/community-led-drr/article/202-senegal.html

2.4.3 Challenges in advancing safe community infrastructure and 'building back better'

Three key challenges have been identified in advancing safe infrastructure and 'building back better, safer and fairer':

1. Lack of assessments on community infrastructure and weak implementation of building codes: There are a lack of assessments in most countries at the national level on the safety of existing schools, hospitals and other community infrastructure, such as roads and bridges. In the HFA reporting, countries are asked the percentage of schools and hospitals that have been assessed (HFA priority 2, core indicator 2.1). In 2011, only four countries reported that they had assessed 100 per cent of schools and hospitals[95] and the vast majority of countries had assessed zero percentage.[96] Although building codes are often in place at the national level to establish and monitor standards of construction, implementation is often weak. Assessing infrastructure and implementing building codes and standards require resources, technical capacity (at the local level as well as the national level) and political will, which is often lacking in many high-risk countries. More funding and technical support need to be provided to high-risk countries to enable them to improve the safety of community infrastructure. Greater community participation in risk assessments of infrastructure and projects and their environmental impact also need to be promoted.

2. Failure to recognise spending on infrastructure as an investment: It is now widely acknowledged that spending money on DRR helps to reduce the economic burden of emergency response and protects development gains.[97] However, there is still a failure by many governments to look at making improvements to community infrastructure as a necessary investment, rather than simply a costly expense. More cost-benefit analysis is required to demonstrate to governments and donors the economic importance of focusing on safer community infrastructure. This was highlighted in the HFA Mid-Term Review, which called for more cost-benefit analysis on DRR and the need to ensure that this analysis is produced in a way that can effectively inform policy and decision-makers.[98]

3. Lack of mechanisms to ensure children's input into recovery and reconstruction: There are currently no existing mechanisms to ensure that children have an opportunity to systematically input into Post Disaster Needs Assessments, prepared by governments with support from GFDRR and the international community after a major disaster, and other recovery efforts in their country and community.

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95. The four countries are: Antigua and Barbuda, British Virgin Islands, Cuba and Finland.
96. UNISDR, Compilation of National Progress Reports on the implementation of the HFA: HFA Priority 2, core indictor 2.1, 2011.
97. Global Humanitarian Assistance, *Disaster Risk Reduction – Spending where it should count,* March 2012.
98. UNISDR, Hyogo Framework for Action: Mid-Term Review, 2010-2011.

2.4.4 Tools and resources for advancing safer community infrastructure and 'building back better, safer and fairer':

• Institute of Chemical Engineers, Institution of Civil Engineers, Institutions of Engineering Technology, Institution of Mechanical Engineers, and Royal Academy of Engineering, Infrastructure, Engineering and Climate Change Adaptation: Ensuring services in an uncertain future, 2011.
http://www.preventionweb.net/english/professional/publications/v.php?id=17846

• Global Facility for Disaster Reduction and Recovery, Technical Assistance: Post Disaster Needs Assessment, https://www.gfdrr.org/node/118

• Plan International, Children and young people's voices in Haiti's Post Disaster Needs Assessment, March 2010,
http://plan-international.org/files/global/haiti-pdna-report.pdf

• Save the Children, "Staying Alive and Well": Child health and disaster risk reduction, 2012. http://www.savethechildren.org.uk/sites/default/files/docs/Staying%20Alive%20and%20Well%20low%20res%20(2).pdf

• UNISDR, One Million Safe Schools and Hospital Assessment and Mitigation Planning for Risk Reduction Guide, 2010.
http://www.unisdr.org/we/inform/publications/22111

• Mejan (7), Joshua (6), Mahan (7), Kimkim (6) and Nine (6) play amid the rubble in Cateel, Davao Oriental, Philippines

(Photo: Plan International)

2.5 Priority 5 – DRR must reach the most vulnerable

The aim of a vulnerability and capacity assessment, implemented at the start of a DRR project, is to identify the most vulnerable communities and the most vulnerable children and adults within that community. However, reaching the most vulnerable people is often a challenging and time-consuming process. Before the start of this research, the following focus areas were identified by the child-centred agencies for this priority:

- Mechanisms are in place to include disabled girls and boys in DRR interventions (i.e. to ensure their participation in DRR as well as ensuring that their needs are met through DRR action plans)
- Mechanisms are in place to include out-of-school children in DRR interventions
- Mechanisms are in place to include ethnic minority children in DRR interventions
- Mechanisms are in place to include adolescent girls in DRR interventions (i.e. ensure contingency plans prioritise needs of girls, e.g. provision of sanitary towels, segregated toilets in temporary shelters etc.)
- Mechanisms are in place to safeguard infants from disasters (i.e. Early Childhood Care and Development and DRR interventions; ensure contingency plans prioritise needs of pregnant and lactating women)

However, from the consultations with children and interviews with country office staff, it has become clear that several other categories should also be included:

- Child labourers
- Migrant children or children of migrant labourers continuously on the move

Children's views on the importance and challenges of reaching the most vulnerable are discussed below.

2.5.1 Views from children

Across the countries, children consulted cited a strong concern in terms of DRR reaching the most vulnerable and frequently mentioned disabled people and elderly people as being excluded in their communities. They wanted to see more effort made to include vulnerable people in DRR initiatives. In different countries, they identified different groups as being excluded or particularly vulnerable. For example, in El Salvador children said that security issues and concerns often prevented girls from accessing DRR training, and in Ethiopia children expressed concern about the inclusion of disabled children.
In Indonesia children explained that those speaking local languages were unable to participate in the DRR activities, as these were not made accessible to them. In Ethiopia, children highlighted the need to focus on vulnerable people and ensure they are included in DRR to prevent them from migrating away from the area during drought periods.

Children in India did not identify particular groups as being vulnerable, but instead for them vulnerability equated with a lack of DRR awareness – they saw the most vulnerable children as any children that were not aware of risks and risk reduction measures. This illustrates the enormous value that children place on being able to become actively involved in making themselves and their communities safer.

The case studies below demonstrate ways to reach the most vulnerable children in India and Nepal.

"If fire erupts, the men are the first to go out of the house and our mothers and girls are the last to come out as culturally women coming out from home is not seen as good so sometimes we get injured."

Baby, girl from Geneva camp, Bangladesh

"People who do not have information are the most vulnerable during natural disasters."

Sarfaraj, boy from India

"Differentiating vulnerability is important to include older and younger people. Knowing vulnerability status is very important."

Tadese, 16 year old boy from Ethiopia

Case Study 10: Targeting the most vulnerable families in India

The Disaster Management Act (2005) in India makes no reference to children or children's vulnerability to disasters.[99] However, the National Policy on Disaster Management (2009) recognises that women, children and differently-abled persons require special attention and states that women and youth will be encouraged to participate in decision-making committees and action groups for the management of disasters.[100] It also states that the use of premises of educational institutions for setting up relief camps needs to be discouraged. India's HFA progress interim report states that DRR has been integrated into the secondary school curricula, but that more targeted interventions are needed for children with special needs and those covered through the non-formal education system.[101]

The Integrated Child Protection Scheme, an initiative by the Ministry of Women and Child Development, examined existing child protection schemes in India that revealed major gaps including "little interventions for children affected by disasters (both manmade and natural)".[102]

The Sundarbans is a unique ecosystem of mangrove forest and freshwater swamp in the delta of the Bay of Bengal, in India and Bangladesh. The region is highly disaster-prone, with frequent cyclones, hurricanes and floods. In May 2009, Cyclone Aila affected an estimated 6.6 million people in West Bengal.[103] Despite the frequency and intensity of disasters in recent decades, there was an almost complete absence of disaster preparedness at the household and community level. Through its DRR work in the Indian region of the Sunderbans, Save the Children is aiming to build the capacity of community members and the local government administration to prepare for and reduce the impact of disasters.

In addition to enhancing community and government capacities, it is imperative to address a primary source of disaster vulnerability in the region: a dearth of sustainable livelihood options. While this affects vulnerability at the household level, it is also strongly connected to community level disaster vulnerability as families' poverty and dependence on natural resources to earn a living has caused them to adopt or engage in non-sustainable practices that have further damaged the already fragile ecosystem and reduced natural protection to disasters. Poverty levels are high across the Sunderbans, but among the most vulnerable families are landless labourers, migrant households and female-headed households.

The project involved a wide range of activities, including the creation of Village Disaster Management Committees (VDMC) and children's groups, which have been trained in various DRR measures, such as early warning, search and rescue and first aid. These groups have also participated in vulnerability and capacity assessments and in developing village-level disaster management plans. Save the Children has ensured that the membership of groups and committees includes women, children and members of the most marginalised and vulnerable communities.

In order to identify the most vulnerable families, focus group discussions were held in target villages with the participation of existing community structures and community members. Save the Children has an established protocol for selecting beneficiaries. In this case, it was tailored to ensure the inclusion of households that are female-headed for the first time since Cyclone Aila, and those that are at high risk of forced migration of women and children. Several other actions were taken to ensure that the DRR activities are reaching the most vulnerable members of the community in the Sunderbans, such as determining beneficiary criteria with community representatives and creating a database of each beneficiary household, clearly stating the criteria by which they have been selected.

Source: Save the Children Aila Recovery Project – Interim report to DIPECHO; and monthly project report, April 2012

99.   Government of India, Disaster Management Act, 23 December 2005.
100. Government of India, National Policy on Disaster Management, 2009.
101. Government of India, National progress report on the implementation of the HFA report (2011-2013) – Interim report, 2012.
102. Ministry of Women and Child Development, Government of India, Integrated Child Protection Scheme,
       http://wcd.nic.in/schemes/icps.pdf
103. http://reliefweb.int/sites/reliefweb.int/files/resources/E98F917FD21A0B1D492575CA00087C2F-Full_Report.pdf

Case Study 11: Conducting a Child-Centred Risk Assessment in Nepal

Nepal's National Strategy for Disaster Risk Management (2009) includes a strategic activity on developing and implementing special DRR programmes for the most vulnerable segments of society, including women, children and disabled persons.[104] The Nepal Disaster Risk Reduction Consortium was launched by the Government of Nepal in 2009 and is a unique institutional arrangement bringing together financial institutions, development partners, the UN, and the Red Cross/Red Crescent Movement in partnership with the Government of Nepal to develop a long term DRR action plan. Its flagship programmes include a focus on school and hospital safety – looking at both structural and non-structural components.[105] Nepal has begun the process of integrating DRR into the education curricula at primary and secondary school level.[106]

The Government of Nepal is proposing a new Child Rights Protection and Promotion Bill, aligned with the Convention on the Rights of the Child and other international standards.[107] It is not yet known whether this will include the impact of disasters on child rights.

Nepal is highly exposed to multiple hazards, including earthquakes, floods, droughts and landslides. UNICEF has developed the Child-Centred Risk Assessment methodology to identify the most vulnerable children and communities in order to target DRR interventions. This tool combined a qualitative and spatial risk assessment methodology that gave a relative measure of the disaster risk and climate change vulnerability of children in the 75 districts of the country. The methodology combined data on climate and disaster risk, with data on child vulnerability, and included analysis on exposure and capacity.

Child vulnerability is defined as an inverse measure of child well-being based on UNICEF's Child Deprivation Index (CDI), which considers a diverse range of indicators including food security, the net enrolment rate in basic education, the proportion of working children (aged between 10-14 years), sanitation coverage, immunisation, diarrhoea outbreaks and the ratio of boys and girls in secondary education. In the risk assessment, exposure is defined as the number of children per district at risk of specific hazards, while capacity was based on three factors: the presence of a Village Development Committee Secretary, per capita expenditure and the district preparedness and contingency plan. The greatest challenge in developing the methodology was assigning the relative weight of each component, and the risk formula was agreed upon as: 40 per cent assigned to multi-hazards, 10 per cent to climate change, 30 per cent to child vulnerability, 10 per cent to child exposure and 10 per cent to the capacity of districts. Based on this risk assessment, seven districts out of 75 in Nepal were identified as being the most vulnerable.

The Child-Centred Risk Assessment has helped UNICEF to align its programmes and to target districts with the highest child risks in its new Country Programme Cycle (2013 – 2017) to ensure its development programme directly contributes to reducing risks and increasing the resilience of children. The risk assessment has helped to create awareness of the risks affecting children and strengthen the linkages between DRR and development programming within UNICEF Nepal – DRR is no longer viewed as a purely humanitarian intervention but is instead recognised as an integral part of development programming.

UNICEF is now working with key sector ministries to develop guidelines for mainstreaming child-centred DRR into development programmes. While local disaster risk management planning guidelines exist at the community level, such guidelines are not available at sector ministry level and only a draft form exists for the district level. This is a major constraint in the implementation of DRR activities considering that despite the decentralisation process, most sector departments still operate in a centralised way. Therefore, development of sector guidelines for DRR mainstreaming will help to integrate DRR into sector plans and provide direction to district government officers on integration of DRR priority activities into district local development plans. UNICEF will support four line ministries in developing DRR strategy, operational plans, guidelines and tools for mainstreaming DRR and climate change adaptation in sector development plans for WASH, Education, Child Protection, Health and Nutrition.

Source: UNICEF Nepal, Child-Centred Risk Assessment in Nepal Case Study, January 2013

104. Government of Nepal, National Strategy for Disaster Risk Management, 2009.
105. The Nepal Risk Reduction Consortium, Flagship Programmes, April 2011,
      http://un.org.np/sites/default/files/report/2011-04-19-nrrc-doccument-version-april-2011.pdf
106. Government of Nepal, National progress report on the implementation of the HFA (2009-2011).
107. http://www.unicef.org/nepal/5522_Legislation_and_policies_for_child_protection.htm

2.5.2 What governments and agencies are doing to reach the most vulnerable

The findings from the research highlight four areas of action to effectively advance efforts in reaching the most vulnerable:

1. Analysing hazard data with socio-economic data to identify and target most vulnerable children: There are many examples of hazard data being analysed alongside socio-economic data in identifying the most high-risk communities and then targeting them with DRR interventions. The Government of India, supported by UNICEF, is working to apply this on a national scale, by establishing a web-based nation-wide Multi-hazard Vulnerability Mapping system to allow risk-informed analysis of hazards and climate on children and women's development opportunities. This began in two pilot states – Bihar and Rajasthan – in 2012 and will now be scaled up to other states.[108] Other methods of correlating children's development indicators with demographic and economic data and hazard/climate data are also being pioneered in other countries *(see case study 11 above on Nepal).*

2. Using community-led processes to identify and reach the most vulnerable: The use of vulnerability and capacity assessment tools at both the school and the community level allows for communities to lead in the process of identifying the most vulnerable groups and families and in developing the most appropriate ways to reach them. Communities themselves are best placed to determine how to reach the most vulnerable people because of their local knowledge and understanding. Due to the process of carrying out vulnerability and capacity assessments, DRR is also able to provide a framework for working with the most vulnerable children. In Armenia, UNICEF explained how their DRR and education work was the first time in schools that students and teachers had analysed vulnerability and assessed the situation of children and communities through gender and disability lenses.[109]

3. Tailoring materials and trainings so that they are accessible to all: Whilst learning continues in terms of how best to reach the most vulnerable, there are a number of innovative projects that have been developed across the world. For example, in the Solomon Islands Save the Children has developed a proposal to establish a school for children with hearing and speech difficulties, who are currently not included in the education system. DRR training and the development of a Disaster Risk Management Plan will be integrated into this project.[110] In Bangladesh, World Vision identified illiterate people as being amongst the most vulnerable in high-risk areas, so they have developed visual materials such as pictures, posters and a documentary video to raise awareness on DRR.[111] They also explained that some of the most vulnerable people live in remote areas that are very difficult to reach, so they have several projects working with communities and the local government to repair poor quality or damaged roads enabling access.

4. Ensuring the inclusion of girls in DRR: In Indonesia, research conducted by Plan and partners found that girls were considered by communities to have less capacity to minimise disaster risks than boys, a view partly attributed to the dominant patriarchal value system in the society.[112] Plan's child-centred DRR programme worked with girls and boys to build local resilience for disasters. Girls mapped out local risks facing their community and were very perceptive in analysing why some members of their community were particularly vulnerable. The programme then supported girls to make use of their new knowledge to mobilise others and share their DRR messages through traditional music and theatre events. They were successful in mobilising their communities to take action and change behaviours in support of more sustainable and resilient development, for example by planting trees to protect them from floods and landslides. The local leaders and parents also recognised the vital role that girls can play to protect themselves and their communities from disaster risks.[113]

108. Information shared by UNICEF India.
109. Questionnaire completed by UNICEF Armenia.
110. Save the Children, Proposal for classroom construction for children with hearing and speech disabilities in the Solomon Islands, 2012.
111. Interview with Shabira Sultana, World Vision Bangladesh, 15 November 2012.
112. Ian International, Case Study: Empowering girls for a safer future, Indonesia.
113. Ibid.

2.5.3 Challenges in reaching the most vulnerable

The following four challenges have been identified in reaching the most vulnerable:

1. Lack of systematic mechanisms to ensure most vulnerable are reached: Although DRR projects aim to reach the most vulnerable, there are a lack of mechanisms in place to ensure that this always occurs in every project. In particular standards to ensure the inclusion of marginalized groups – based on age, sex, disability and ethnicity – need to be agreed and adhered to by all DRR actors.

2. The most vulnerable are often hardest to reach: There is still much learning required as to how to reach the most vulnerable with DRR initiatives, even once they have been identified. For example, in the Dominican Republic both the children consulted and Plan staff highlighted that ethnic minority children are ignored, particularly Haitian children who are often marginalised or discriminated against. One of the reasons for this is also migration patterns as DRR projects require time and stability to implement, which is difficult to achieve with families that are continuously on the move.[114] There needs to be more documentation and sharing of successful ways of reaching the most vulnerable.

3. Barrier of child labour: Children engaged in formal and informal work tend to lack opportunities to participate in DRR activities, either because they are not invited to participate in school-based initiatives or because they are working long and erratic hours, making it difficult to engage them. More innovation and efforts are required by governments and NGOs to ensure that working children are included in DRR initiatives.
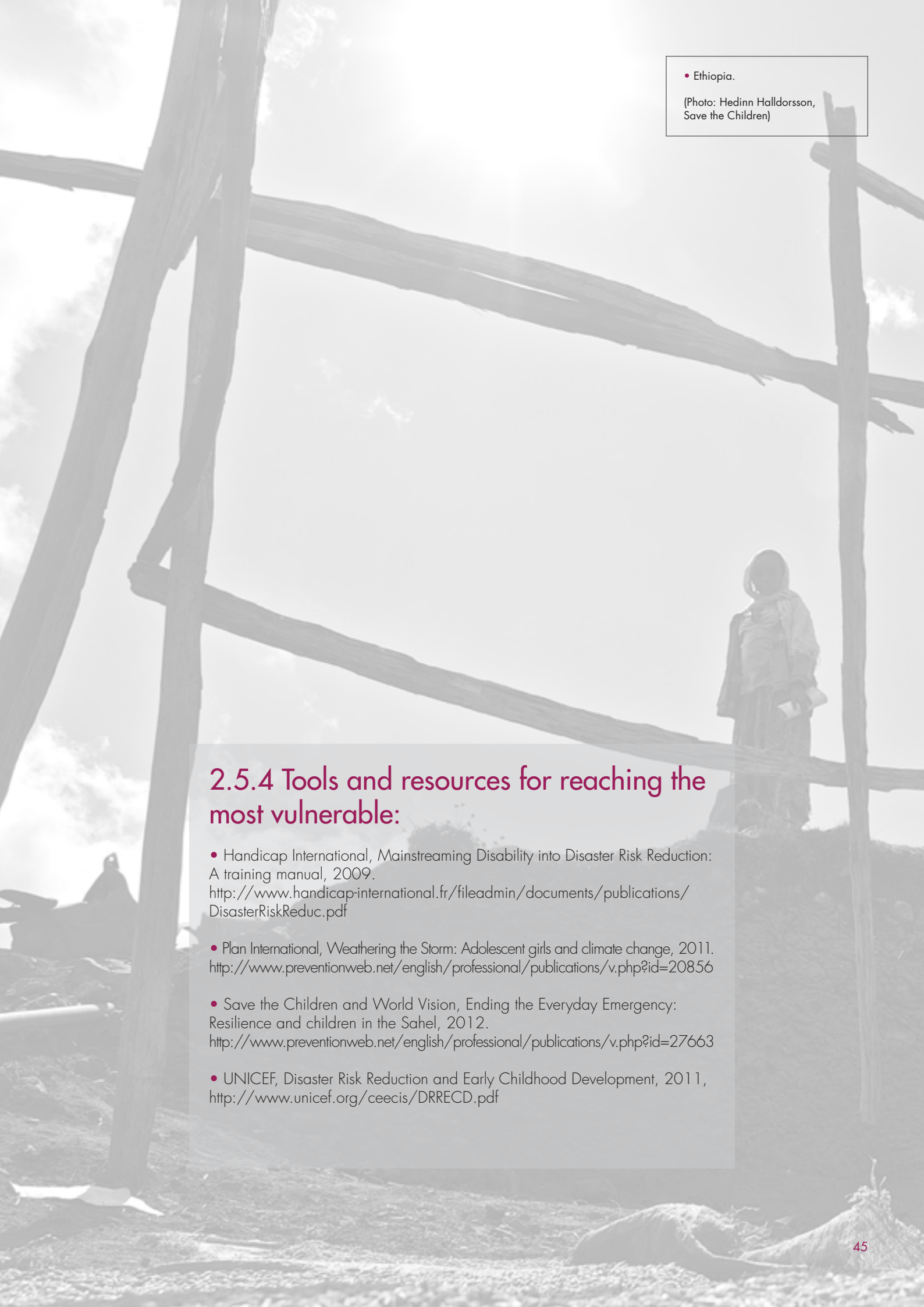
4. Neglect of the youngest children by DRR efforts: Although there has been a great deal of focus on equipping school children and young people with the necessary DRR knowledge and skills, when you look at young children, the DRR discourse has been almost completely silent.[115] This possibly emanates from the assumption that the positive effects of DRR interventions targeting communities will automatically trickle down to young children. However, early childhood is a period of very rapid growth and development and early childhood development encompasses at least three distinct stages – infancy and toddlerhood (birth to three years), the preschool years (three to six years) and the transition to school (six to eight years). Young children deserve a special focus within DRR interventions and appropriate measures should reach them directly and indirectly (through their caregivers and service providers) in accordance with their unfolding capacities.[116] In East Timor, Save the Children has incorporated DRR into their pre-school programme in Ainaro and Manufahi districts, which focuses on the construction and rehabilitation of pre-primary schools for children aged between three and five, and awareness-raising on the importance of early childhood education and DRR. This has now been taken up by the national and district education authorities, which have agreed to support new schools in the district.[117]

114. Consultations with children, Dominican Republic, September 2012; and interview with Daniel Stothart, Plan Dominican Republic, 9 November 2012.
115. UNICEF, Disaster Risk Reduction and Early Childhood Development, 2011, http://www.unicef.org/ceecis/DRRECD.pdf
116. Ibid.
117. Save the Children, Safe Pre-Primary Access Project – Timor Leste.

2.5.4 Tools and resources for reaching the most vulnerable:

• Handicap International, Mainstreaming Disability into Disaster Risk Reduction:
A training manual, 2009.
http://www.handicap-international.fr/fileadmin/documents/publications/
DisasterRiskReduc.pdf

• Plan International, Weathering the Storm: Adolescent girls and climate change, 2011.
http://www.preventionweb.net/english/professional/publications/v.php?id=20856

• Save the Children and World Vision, Ending the Everyday Emergency:
Resilience and children in the Sahel, 2012.
http://www.preventionweb.net/english/professional/publications/v.php?id=27663

• UNICEF, Disaster Risk Reduction and Early Childhood Development, 2011,
http://www.unicef.org/ceecis/DRRECD.pdf

Section 3: Common enabling factors for implementing the Charter priorities

A number of common enabling factors, across the five priorities, can be drawn from the research and are presented below.

3.1 Use of the Charter to leverage support for child-centred DRR

The Children's Charter for DRR has been used by the child-centred agencies with governments and other actors to leverage greater support for including children in DRR at local, district, national and regional levels. Several agency country offices reported that the Charter had been a useful resource at various levels when decision makers realised that it is a global commitment.[118]

This was the case in Indonesia, where Plan explained that by introducing the Charter and its priorities to their project sites, it had helped to support their initiatives at the field level because communities and other stakeholders realised that this was an issue that has become a global priority.[119]

The Children's Charter was also promoted in the launch of the Government of India's National School Safety Programme in September 2011, with children from disaster-prone areas attending the launch to speak with the National Disaster Management Authority.[120] The five priorities of the Charter, identified through consultations with children, help to provide a common shared understanding of the actions required to advance DRR through an inclusive approach taking into account children's individual needs as well as their contributions.

3.2 Cross government department work at local, district and national levels

As case study 1 on Mozambique illustrates, working across government departments, such as Education, Social Affairs and the National Institute of Disaster Management, meant that a strategy was developed for DRR to be included in the education system and the National Plan of Action for Children as well as child protection committees. Furthermore, bringing together DRR and Child Protection experts and governments can improve DRR action through alignment of common goals and outcomes to be achieved for a resilient future.

In Ethiopia district government education staff explained how they were working together with the agriculture office in North Wollo Zone to involve children in training sessions on alternative farming methods in this drought-prone region of the country.[121]

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118. Completed questionnaire by Plan Indonesia.
119. Ibid.
120. Written input from Save the Children India.
121. Meeting with Deputy Director of Education and Education Advisor, Kobo, Amhara Region, Ethiopia, 3 December 2012.

3.3 Adequate funding and budget allocations at all levels to achieve the Charter priorities

As highlighted in section 2, adequate funding and budget allocations are needed at all levels (the national level and district/local levels) in order to achieve the five Charter priorities. In particular, funds need to be made available for: assessing and retrofitting schools; implementing child protection legislation and strengthening systems; scaling up child-centred community-based DRR work; assessing and supporting the development of safe community infrastructure; and supporting initiatives to identify and include the most vulnerable in DRR. These priorities need to be addressed by donors and national government's finance ministries.

3.4 Relevance of the Charter across contexts but need for local solutions

In 2012, children were consulted in 17 different countries, across Africa, Asia and Latin America. Despite the varying geographical and socio-economic contexts, as well as exposure to different natural hazards, children endorsed the priorities that had been identified in 2011 by other children, saying that all five priorities (school safety, child protection, information and participation, safe community infrastructure and 'building back better, safer and fairer' and reaching the most vulnerable) were relevant and important in their community. Children had strong opinions on each of the aspects, and in every country they agreed that governments and NGOs should prioritise these issues in their DRR efforts. However, whilst the five priorities are relevant across the world, and the sharing of experiences should certainly be encouraged, it is important to recognise that what works in one area does not necessarily work in another. DRR needs to be context-specific and the starting point of any intervention must be with the communities in the design, implementation and monitoring of projects,[122] creating a space for local problem solving and facilitating collective action.[123] Various tools (highlighted in section 2) are available in order to ensure that local realities guide DRR which is inclusive of children's rights and contributions.

The use of local technologies and materials for construction of safe and sustainable community infrastructure and the use of local media to scale up DRR messages were identified as two specific examples of capitalising on local solutions to achieve the Charter priorities.

3.5 Partnerships for achieving the Children's Charter

One of the key enabling factors highlighted by the child-centred agencies' country offices was the importance of the role of partnerships in implementing DRR initiatives. In particular, identifying supportive individuals (DRR 'champions') within government ministries and departments, as well as international organisations, was highlighted as being an enabling factor to advance work around the Charter priorities, across all regions and priorities. For example, in San Francisco, a small island municipality in the Philippines, the former mayor and current vice-mayor, Alfredo Arquillano, has recognised the key role that children and youth can play in building resilience in their communities and has supported their DRR activities, which include child-led risk assessments, community drills and simulation exercises.[124]

122. Interview with Daniel Stothart, Plan Dominican Republic, 9 November 2012.
123. Africa Power and Politics, David Booth, *Development as a collective action problem*, 2012.
124. UNISDR, *Making Cities Resilient*, 2012.

By holding a joint consultation process before the Asian Ministerial Conference on DRR in Yogyakarta, Indonesia in October 2012, the child-centred agencies managed to influence the final declaration to include a strong mention of the need to protect the rights of children, as well as to promote their participation in DRR.[125]

Despite these noted advances, the research identified a gap in terms of building partnerships with the private sector, as very little information was received on working with private sector partners to advance the Charter priorities. The need to fully engage the private sector, particularly in terms of the construction of resilient infrastructure, was highlighted in the 2011 Global Platform for DRR Chair's Summary.[126]

3.6 Importance of documentation and sharing

Several country offices highlighted the importance of documenting learning from projects and sharing this knowledge across countries and agencies. For example, Plan Philippines felt that documenting their efforts, encouraging partners to share technical knowledge and experience, and creating peer-learning opportunities and learning visits to participating communities were contributing towards the 'scale up' and replication of successful DRR activities elsewhere in the country.[127] *Case study 7 discusses the peer learning approach in more detail.* For each of the five Charter priorities, the need to document and share successful experiences and learning was highlighted as being a major factor towards supporting their advancement. This is essential for building the global 'knowledge economy' on inclusive and effective DRR.

• Disaster Preparedness Team in Ringinpitu 3 Primary School on duty during mock drill in Indonesia.

(Photo: Plan Indonesia)

125. Yogyakarta Declaration on Disaster Risk Reduction in Asia and the Pacific, 2012, http://www.preventionweb.net/files/29332_01yogyakartadeclarationdraftfinalcl.pdf
126. Global Platform for DRR, Chair's Summary, May 2011.
127. Completed questionnaire by Plan Philippines.

3.7 Securing access to formal education for all children

Another major finding that emerged from the children's consultations and from interviews with country office staff is the huge barrier that formal and informal child labour, and children being out of school, presents to achieving the Charter. Working children tend to be difficult to reach due to long and erratic working hours, migration patterns and the reluctance of parents and employers to allow them to participate.[128] A number of agencies reported that they had tried various methods to include children who were out-of-school and in work, but few effective ways of reaching them had yet been found. Children also reported that peers who were not participating in DRR initiatives tended to be those who were working, either in employment or at the informal household level, or migrating. Schools are regarded as the natural 'hub' of the community to organise DRR education and initiatives, as children can be reached in a sustainable and cost effective way. However, the challenge remains to ensure DRR messaging reaches the most marginalised 61 million children of primary age who are out of school.[129]

3.8 Strengthening DRR work in fragile contexts and chronic crisis situations

It has been particularly challenging to implement the Charter priorities in unstable environments, such as in contexts experiencing complex emergencies with both conflict and natural hazards. For example, in Afghanistan and Somalia, there is little or no local level government child protection agencies to work with,[130] making it challenging to advance child protection and DRR. However, *case study 4 on Pakistan demonstrates how community based child protection mechanisms can be strengthened through working with local organisations and families*. Slow onset emergencies create particular challenges for children with their impact on food security and education. Save the Children and World Vision identified the "resilience deficit" in the Sahel region of West Africa, where vulnerable families are in crisis because they have no protection against shocks such as the doubling of grain prices. This has resulted in chronic malnutrition, with the most recent drought triggering a shift from chronic livelihood and nutrition crisis to an acute phase. In these contexts, agencies' interventions tend to focus on emergency response work rather than DRR, but ensuring risk reduction is built into this, for example by integrating DRR as part of work of providing education in emergencies *(see case study 3 on Somalia)*.

3.9 Accountability mechanisms

There are a number of existing mechanisms, such as government reporting on the HFA and the Convention on the Rights of the Child (CRC), which can also promote accountability in terms of achieving the five priorities of the Children's Charter. However, these need to be strengthened – and other mechanisms explored – in order to assess and advance progress towards achieving the Charter. For example, this requires including the Charter priorities indicators in national HFA reporting, and including information on the impacts of disasters on children's rights in national reporting on the CRC. *Specific opportunities to include indicators in HFA reporting and CRC reporting have been identified for each priority in Appendix 3*.

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128. Interviews with Plan country office staff in El Salvador and Dominican Republic, 2012.
129. UNESCO, Global Monitoring Report, 2012, http://unesdoc.unesco.org/images/0021/002180/218003e.pdf
130. World Vision, Evidence of capacity for local and national partnerships for child protection in over seven of the world's least developed countries, Andrew Ware, ISPCAN Congress XIX, September 2012.

One key challenge, with regard to national reporting on the HFA and the CRC, is that they rely heavily on governments to self-report, and are therefore subjective. Although other evidence is reviewed – for example the Committee on the Rights of the Child also reviews reports from NGOs and academics, albeit these are not consistent and may not present disaster analysis – a challenge remains in effectively and systematically holding governments to account for their commitments made on DRR and on children's rights. The Global Network for Disaster Reduction, an international network of NGOs committed to working together to improve the lives of people affected by disasters, encourages civil society and grassroots reporting to accompany government reporting on the HFA. The 2009 and 2010 Views from the Frontline report included consultations with children on their views on progress in their country on the HFA priorities.[131] Other accountability measures that have been employed across related sectors, and could possibly be applied to the Children's Charter for DRR, include the use of scorecards by communities - an example being Bangalore, India, where Citizen Report Cards were issued in the 1990s to gather feedback on the performance of public agencies and the provision of public services.[132] World Vision's 'Citizen Voice and Action' approach is a community-led advocacy approach that uses various tools to empower citizens to hold their governments accountable and improve the services on which they depend.[133] Plan's child-led community scorecard tool empowers students to support change in their schools and create greater accountability of education services, through collective problem-solving to address service-delivery problems, which can then be applied for DRR "services" at a school and community level.[134]

3.10 Strong legislation and policies on child-centred DRR

Comprehensive legislation and policies on child-centred DRR are required to ensure that children's vulnerability to disasters and their right to participate in DRR are protected during changes in governments and officials. Legislation and policies also enable populations to hold their governments to account. However, the inclusion of child vulnerability and participation in DRM legislation and policies is often missing; and similarly child protection legislation and policies often neglect to mention the impact of disasters on child rights and child protection.

• Children in Grobogan ranking progess on the Charter priorities, Indonesia.

(Photo: Handoko, Plan Indonesia)

131. See: http://www.plan-uk.org/resources/documents/37285/ and
    http://www.globalnetwork-dr.org/images/documents/vfl2011_report/summary_report_en.pdf
132. World Bank, Citizen's Report Cards on Public Services.
133. World Vision, Child Health Now, http://www.childhealthnow.org/bugs-bacteria-and-bureaucracy
134. See: http://www.plan-uk.org/resources/documents/community-scorecard-malawi-odi-project-briefing/

This research explored how the priorities of the Charter are being advanced through the work of child-centred agencies – Plan International, Save the Children, UNICEF and World Vision – as well as governments and other actors. The findings show that the Children's Charter is a useful tool to leverage support from governments and other policy-makers to include children in DRR. The views from children also revealed that they have a strong understanding of risks in their communities around the five priorities of the Charter and have identified many ways to address these risks. The participation of children, in both identifying and addressing risks, is essential for advancing all five priorities, as demonstrated by the many examples of actions and ideas from children documented in this report.

Although this report demonstrates that there is much work being under-taken around the five Charter priorities by both governments and NGOs, a greater effort is needed to systematically include children in DRR. Below are a number of recommendations for policy-makers and practitioners to further advance the Charter priorities. By prioritising these actions in their DRR work, governments, NGOs and other actors can contribute towards progress in achieving the DRR priorities identified by children across the world.

Recommendations have been provided below for governments, international organisations and NGOs to strengthen their support towards the implementation of the Children's Charter for DRR. *See Appendix 3 for a specific breakdown of opportunities for strengthening accountability mechanisms through national reporting on the HFA and the CRC.*

To implement the Children's Charter for DRR

• Governments should ensure budget allocations are made available (at the national level and district/local levels) in order to achieve the five Charter priorities, and donors should increase funding support for the Charter priority areas.

• Governments should ensure cross-departmental work for integration of DRR in all government sectors (e.g. education, child protection, water, health and nutrition) at a national and especially sub-national level.

• Governments, international organisations and NGOs should include the sex and age disaggregated impact of disasters and climate change on children's wellbeing in the national reporting mechanisms and shadow reporting on the CRC *(see appendix 3)*.

• UNISDR should include Charter priority areas as indicators for governments to report progress on post-HFA's accountability/reporting mechanisms *(see appendix 3)*.

• UNISDR, governments and NGOs should provide children with the opportunity to take part in consultations regarding HFA reporting mechanisms and post-HFA decision making that build on accountability measures, such as citizen report cards.

• NGOs, international organisations and academics should document how DRR helps to achieve child wellbeing outcomes and the Millennium Development Goals (MDGs).

• NGOs and international organisations should document lessons learned and good practices on Charter priority implementation and organise information sharing exchanges.

• NGOs and international organisations should identify DRR 'champions' within international organisations and in government departments to advance work around all five Charter priorities.

Priority 1: Safer schools
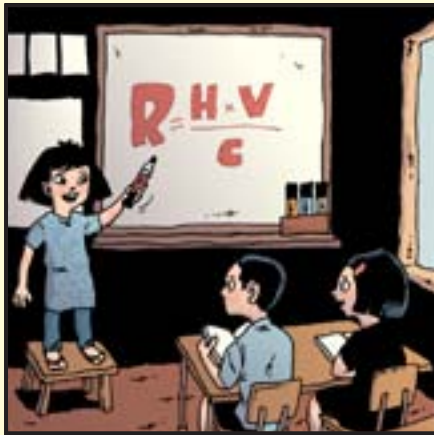
- Governments should integrate DRR into all levels of the education curricula and ensure adequate support and training for teachers.
- Governments should develop and implement a national audit to assess the safety of all schools and to ensure retrofitting of unsafe structures.
- Governments should develop and implement national policies on school-level DRM plans.
- Governments should include reporting on the impact of disasters on education in national HFA reporting and national reporting on the CRC.
- Governments should adapt school schedules according to seasonal hazard patterns to reduce interruption to education.
- Governments should develop and implement social protection policies to ensure the most vulnerable children are able to stay in school.
- Governments and donors should prioritise education in slow onset emergencies by developing and supporting incentives to keep girls and boys in school – particularly for securing their completion of nine years of education.
- Donors and international organisations should support further research on school safety outcomes and measurement indicators.
- Governments, international organisations and NGOs should develop DRR education materials, incorporated to meet the differential needs of children of different ages, sex, ethnicity and disabilities.

Priority 2: Child protection

- Governments should ensure that all national child protection legislation and policies recognise and address the sex and age disaggregated impact of disasters on children.
- Governments should strengthen the implementation of national legislation and frameworks on child protection in disaster-prone areas.
- Governments, international organisations and NGOs should include the impacts of disasters on child protection in official national CRC and shadow reporting from civil society organisations.
- Governments, international organisations and NGOs should ensure that child protection is an integral part of every humanitarian response and incorporate child protection programming into the delivery of all services including food, shelter, health and WASH.
- Governments, international organisations and NGOs should integrate DRR into all child protection systems-strengthening work.
- Governments, international organisations and NGOs should include children in all vulnerability and capacity assessments (at community/district/national levels) to identify child protection risks.
- NGOs, international organisations and academics should build an evidence base on the importance of looking at the links between DRR and child protection.

Priority 3: Information and participation

- Donors should incentivise child participation in funding mechanisms for community-based DRR.
- Governments and donors should increase funding for child participation in community-based DRR projects, including planning, implementation monitoring and evaluation.
- Governments, international organisations and NGOs should ensure school-based DRR initiatives are extended to the whole community to include out-of-school children.
- Governments, international organisations and NGOs should encourage participation of children in strategic decision-making, planning and implementation of DRR work.
- Governments, international organisations and NGOs should use multi-media where possible to encourage wider child participation in DRR awareness raising and ensure children's meaningful, ethical participation that adheres to standards.

- School staff and NGOs should support outreach to parents and communities to explain the importance of child participation in DRR.
- NGOs and international organisations should increase capacity among duty bearers (including teachers, local governments, community leaders) to support child participation in DRR projects.
- NGOs and international organisations should document and share best practices, particularly in terms of overcoming barriers to child participation.

Priority 4: Safe community infrastructure and 'building back better, safer and fairer'

- Governments should adopt legal frameworks and implement strong building codes to ensure vital infrastructure including schools, hospitals and housing are disaster resilient.
- Governments should prioritise assessments on the safety of existing community infrastructure and promote community participation in assessing these.
- Governments should ensure that new infrastructure is developed in a way that considers present and future risks and promotes resilience and sustainability.
- Governments, international organisations, NGOs and private contractors should ensure damaged infrastructure is re-built based on the 'build back better, safer and fairer' approach.
- Governments, international organisations, NGOs and private contractors should use local technologies in a 'build back better, safer and fairer' approach to reconstruction.
- International organisations should standardise children's participation as part of the official Post Disaster Needs Assessment process.
- NGOs and international organisations should promote and monitor the implementation of building codes.
- NGOs and international organisations should promote and facilitate the inclusion of children's views and input in all Post Disaster Needs Assessments and recovery efforts, and the monitoring and evaluation of these.

Priority 5: Reaching the most vulnerable

- Donors should ensure funding periods for DRR projects allow time for data gathering and actions to effectively include the most vulnerable and hardest to reach children.
- Donors and governments should provide funding for local Vulnerability and Capacity Assessments to feed into district and national development plans.
- Governments should ensure national DRM policies include a specific focus on reaching the most vulnerable and promote sex and age disaggregated data gathering and analysis.
- Governments, international organisations and NGOs should support and promote community-led processes to identify and reach the most vulnerable through the inclusion of a thorough analysis of social, political, cultural and economic data.
- Governments, international organisations and NGOs should correlate children's development indicators and other demographic/economic data with hazard and climate data to identify the most vulnerable children.
- Governments, international organisations and NGOs should tailor DRR materials, training and activities to ensure that they are accessible to all children (e.g. girls, disabled children, young children, in minority languages etc.).
- Governments, international organisations and NGOs should focus efforts on ensuring that DRR efforts reach and include children who are out of school.
- NGOs and international organisations should document and share successful efforts to reach the most vulnerable children, particularly out-of-school children including those who work and migrate.

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• Children carry home emergency kits provided by Plan.

(Photo: Plan International)

Appendix 1: Methodology

The methodology for this research undertook a three-pronged approach:
1) consultations with children on the Charter priorities (Box 1); 2) a detailed questionnaire for the child-centred agencies' country offices (Appendix 2); and 3) a review of project information – as well as wider research on selected governments' HFA reports and policies. Consultations with children were carried out in 17 countries, across Africa, Asia and Latin America.[135] A total of 1,299 children participated in the consultations, 662 girls and 637 boys.

The age range was from 8 years up to 18 years, though in several countries some young people aged between 18 – 22 years also participated. The case study below documents the process and experience of conducting a children's consultation in Ethiopia.

Box 1: Children's consultations

The findings from this report rely heavily on information shared by children who took part in consultations held across the world. All facilitators were requested to follow Save the Children's 'Practice Standards in Children's Participation', which provide detailed guidance on applying an ethical approach to participation.

All countries based their consultations around four key questions. These were:
1. Are all five priorities relevant for your community?
    Are there other issues or priorities you think are missing and would like to add?
2. What is going well in terms of the five DRR priorities in your community?
    What is not going so well?
3. How much child participation in DRR is there in your community?
    What (if anything) is stopping children from being able to participate?
4. What do you think should happen next to make your community safer?
    (What would you like to do? What do you think your government and NGOs should do?)

Activities under-taken around these questions were adapted to suit the context and age range of the children. For example, consultations carried out by Save the Children in a drought-prone area in Amhara Region, Ethiopia included participatory methodologies that involved children running to the hazard and Charter priority that they felt was most important and relevant for their community. They then explained why they had made that choice. The children worked in groups (sex disaggregated) to identify what was going well and not so well in terms of implementation of the Charter priorities in their community, and came up with ideas on what could be done in the future. Finally, a body map exercise was carried out so children could share how they felt about being able to participate or not in DRR, and who they were able to share or not share their ideas with in their community.

The children's consultations mostly involved children who were already participating in one of the child-centred agencies' DRR activities, so they were generally quite well versed in DRR and familiar with the Children's Charter. The findings may have been different if the consultations had been carried out with other children in high-risk areas who were not involved in DRR work.

Efforts were made to reach out to other agencies and review websites and published reports on what governments and other agencies have been doing in support of the five Charter priorities. Where possible, reference has been made to the important role that governments and other actors play in achieving the Charter, but the main scope of this report has been limited to the actions being supported by the child-centred agencies that developed the Charter.[136]

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135. These included: Ethiopia, Kenya, Lesotho, Mozambique, Zambia, Bangladesh, Cambodia, East Timor, India, Indonesia, Philippines, Bolivia, Brazil, Dominican Republic, Ecuador, El Salvador and Nicaragua.
136. Plan International, World Vision, Save the Children and UNICEF.

Appendix 2: Children's Charter Questionnaire for Country Offices

Aim: To gather information on the achievements and challenges around the implementation of the five Charter priorities.

Background: At the 2011 Global Platform, Children in a Changing Climate partners, together with UNISDR, launched the Children's Charter for DRR. Since then numerous governments, practitioners and other actors have signed up to the Charter. We are now working on gathering evidence of progress on the commitments made to the Charter to present at the 2013 Global Platform and to promote greater uptake and impact. And we need your help with this by you letting us know what is happening in your countries! The information you provide will be analysed, along with information received from other country offices and children's agencies, to inform recommendations for influencing greater focus on child rights within the post-Hyogo Framework for Action agenda. A report of the consolidated findings from this research will be launched at the Global Platform for DRR in May 2013, and made available online and disseminated at relevant national and regional forums.

Questions

1. Which of the five priorities have you been working on since January 2010?
2. Please choose a maximum of 2 priorities from above where you have project information to share. What was the objective of the project? (100 words max on each project) Ideally, we are looking for examples that demonstrate collaborative partnership with governments and/or other actors, and changes realised (rather than a list of activities held).
3a. Has the initiative(s) described above supported children to participate?
3b. In what ways have they been involved?
3c. Were there any challenges or successes from their participation? And what ensured the effective involvement of girls, children with disability, ethnic minorities, street and working children and other marginalised groups of children?
4a. What were the impacts and/or achievements of the initiative(s)?
4b. How many people have been impacted?
4c. What have been the positive factors/enablers or drivers that allowed for these outcomes? (For example, working in partnership, or working with local or district-level governments).
5a. What have been the main challenges in terms of implementation of this initiative(s) and ensuring its sustainability? Why?
5b. How were they overcome, or not?
6a. What other key actors (government, UN, NGOs, media, research, other) have had a strong role in implementing this initiative?
6b. Which other key actors were hard to influence/ engage in this initiative? Why?
7. What would allow you to scale up this initiative(s) to a district or national level, or replicate in other communities? Have you been able to do so?
8. How has the Children's Charter and/or child-centred DRR been included in your countries strategy and programme?
9. Which of the five priorities have been less represented in the work you do? Why do you think this has been the case?

Appendix 3: Existing and Potential Accountability Measures in the Hyogo Framework for Action and the Convention on the Rights of the Child

The table below highlights existing and potential mechanisms for strengthening accountability around the five Children's Charter priorities:

Children's Charter priority	Hyogo Framework for Action	Convention on the Rights of the Child
Schools should be safe and education must not be interrupted	• HFA priority 3, core indicator 2: Reporting by governments on progress regarding integration of DRR into the school curricula (existing) • HFA priority 2, core indicator 1: Reporting by governments on progress regarding percentage of schools and hospitals assessed and number of schools not safe from disasters (existing) • Include indicator on impact of disasters on education in HFA national reporting (potential)	• CRC, Article 28, "Ensuring primary education is compulsory and available to all and making secondary education available and accessible to every child; taking measures to encourage regular attendance at schools the reduction of dropout rates": Include reporting on impact of disasters on education in national CRC reporting (potential)
Child protection should be a priority before, during and after disasters	• Include sex and age disaggregated indicators for reporting impact of disasters via HFA2 reports and the Global Assessment Reports (potential)	• CRC: Include sex and age disaggregated indicators for reporting on children affected by disasters in CRC reporting processes, for both government reports and shadow reports (potential)
Children have the right to participate and to access the information they need	• Ensure HFA2 reporting on community participation in DRR includes participation of girls and boys in DRR decision making and action (potential)	• The Convention on the Rights of the Child: states that it is the right of children and young people to express their views in matters that affect them and to have those views taken into account. Ensure CRC reporting on child participation includes participation in DRR decision-making and action (potential)
Community infrastructure must be safe, and relief and reconstruction must help reduce future risk	• HFA priority 2, core indicator 2.1: Reporting by governments on the percentage of schools and hospitals assessed (existing) • HFA priority 4, core indicator 4.5: Reporting by governments on whether post-disaster recovery programmes explicitly incorporate and budget for DRR (existing)	
DRR must reach the most vulnerable	• HFA priority 4, core indicator 4.2, 'Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk': means of verification includes whether social safety nets exist to increase the resilience of risk prone households and communities (existing) • HFA priority 2, core indicator 2.1, 'National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors': means of verification includes sex disaggregated VCAs but should also be expanded to include age disaggregated VCAs and reporting on disability and other indicators for vulnerability based on the local context (potential)	