CHILD-CENTRED HUMANITARIAN RESPONSE, PLANNING AND ACTION FOR URBAN SETTINGS IN INDIA

On the Cover

Children enjoying a new play space.

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Executive Summary

Increasing urbanization, rapidly worsening climate change realities and worsening living conditions have resulted in many natural and human-made disasters over the past few years. Even the consequences of natural disasters are being felt more acutely due to poor urban planning and increased vulnerability for marginalized and lower-income households. Within these households reside stakeholders that are repeatedly considered as the backbone of the country's future and are widely recognized as the most vulnerable groups in any disaster as they are completely dependent on others for their well-being and sustenance, and that is children. Yet surprisingly, policy and disaster relief frameworks continue to lack representation of children's interests and remain oblivious to their needs and demands.

In that context, this study aims to map the terrain of the interaction between disasters and children, right from the impacts of calamities on children to their involvement in prevention and relief work. We devise a framework for child-centric humanitarian responses to disasters that can help governmental and non-governmental bodies adapt their policies and actions to cater to the specific needs of Indian urban children. We adopted a mixed-methods approach to triangulate the issues faced by children by supplementing quantitative data collected from surveys across five cities, with qualitative data through interviews, focus group discussions, and observations. This helped us identify broad patterns of challenges, as well as specifically understand their nuances through the qualitative data.

Rapid urbanization is a feature of global societies, and India is no stranger to that phenomenon. The past few decades have witnessed rapidly increasing urbanization, rural-urban migration, and expansion of peri-urban areas in cities. The challenges of these peri-urban areas are unique as they are not fully equipped with the amenities of urban living, nor do they often have access to traditional and social networks that characterise rural living. In that context, these are among the most vulnerable communities in urban spaces. Children in these areas are even more vulnerable. We find that a large proportion of them do not have access to public amenities, and do not feel safe in their neighbourhoods. The worst affected city in this regard is Pune, where children feel extremely unsafe in their neighbourhoods due to the threat of accidents, traffic, alcoholism, and eve-teasing. The lower access to infrastructure and services, along with massive population density and poor infrastructures, massively increase the vulnerability of people living in sub-standard housing across slums, squatters, urban villages, regularised colonies and peri-urban areas to any disasters. This is evident by the fact that one of their major concerns is waterlogging and localised flooding, which need not make headlines as urban floods, but even though it is a low-intensity event it creates a significant impact over time due to its high frequency of occurrence. As a consequence of the combination of heavy rainfall and poor drainage facilities, this may be seen as a local issue till a major flood occurs, but to the community, this still is a stress that leads to sustained losses. Such issues are local vulnerabilities and often go unaddressed in the state, national, and city-level disaster management plans.

Further, the challenges of urban and peri-urban areas are exacerbated by the fact that most governmental and NGO frameworks have been developed in the context of rural areas, and there is little understanding of how to adapt them to urban challenges. NGOs also face issues concerning perception gaps with on-ground actors including local leaders and volunteers, wherein those who have to implement NGO actions and policies often don't fully align with what issues are to be addressed as the most crucial. There is a greater need for on-ground interaction to resolve gaps in perceptions of NGOs through processes including the formulation of clearly aligned strategies,

operating procedures and capacity building. Further, while NGOs driven interventions mostly reach older children through awareness programs in schools, their interaction with children in primary schools and younger age groups remains abysmally low. Seen across the spectrum, even with strategies of reaching such children through intermediaries including parents and caregivers result in a much smaller coverage than direct interventions do with older children. Disaster relief remains an ad-hoc process where NGOs arrive in a community after a disaster strikes to provide some relief. It would be much more beneficial to establish a common framework with a policy, strategies and operating procedures, to be followed up with capacity building processes that can enable a robust and sustained process of engagement. Through this NGOs who are interacting with the communities regularly and are aware of their needs and challenges, will be better enabled to not only make the communities prepared for disasters but more aptly respond to any calamities if and when they happen, and do so in coordination with other organisations.

To strengthen and build the capacities of NGOs involved in children's welfare and disaster relief, including Save the Children India, it is necessary to formulate a comprehensive child-centric plan for humanitarian assistance which will inform disaster relief work so that it is well planned, coordinated across agencies, and prioritizes children in a clearer and better-organised manner. It is also important to understand that disasters in the future are going to be exacerbated to a significant degree by climate change, and any framework of Disaster Risk Reduction must also address sustainable practices and adaptability to this challenge through the inclusion of the principles of resilience building, namely improved anticipation, investment in capacities to absorb shocks and stresses, and establishing systems to learn from successive events so that response and preparedness systems can be calibrated to changing trends like disaster events. Content which focuses on these aspects and using it for informing children will be invaluable in making children more aware of climate change, which will be one of the most pressing challenges for their generation. The pedagogical approach for this can ride on school safety programmes

already being implemented by government-run or government-backed initiatives so that the capacity of trainers, teachers and media already built can be capitalised upon.

The humanitarian relief framework needs to be more consciously developed to aptly represent the interests of every community. The study reveals that the spectrum of such interests is wide, ranging from concerns around physical risks such as those from flooding to nuanced risks of feelings of insecurity as children move around their neighbourhoods or travel between their homes and schools. It is crucial to understand the context in which they are operating including the infrastructural, economic, and social realities of the community and then prioritize marginalized and vulnerable groups such as children for disaster relief programs. Through this process, disaster relief frameworks can be made more equitable and representative of children's needs. Further, such frameworks must incorporate and stress upon the practice of local involvement in decision making, involving children in all stages of disaster management, understanding children's perspectives and needs, and utilizing approaches, networks, and actions that are beneficial to the local communities. Children need to be seen as leaders of disaster management who can represent their interests and not just victims of calamities.

For NGOs in India, including Save the Children, some innovative practices that can be immensely beneficial are the use of gamification to disseminate information among children in the primary school age group and below. This works for both younger and older children, but as younger children are less likely to directly interact with NGOs, information can reach them using parents as intermediaries. A majority of community groups expressed support and willingness for training and awareness programs, with an expressed desire to be better prepared for disasters. The study identifies specific groups, including fathers of the children in question, and Resident Welfare Associations or equivalent groups within the communities as intermediaries and partners who will enable outreach to all children, including the primary school age group more effectively. The choice of fathers comes directly from our observation that

they are more likely to be concerned about children's safety while mothers were more concerned about their education.

Overall, it emerges that NGOs need to prepare for humanitarian action through a multi-pronged approach that involves strategizing, establishing operating procedures and building capacity. The convergence of such actions with the mainstream urban management systems of municipalities is critical and needs to be covered both through the community route that leads to the urban local bodies via the elected representatives, as well as a direct connection with the executive dimension of the municipalities through the operating procedures. It emerges that bridges between the desired child-centric programming and existing urban policy framework need strengthening, and targeted plans and procedures are required for addressing the needs of children.

This study helped us understand the realities of children-centric humanitarian relief including what children's needs are, the mechanisms that exist to cater to them, and where existing policy frameworks are sorely lacking. The increased incidence of disasters, the challenges of peri-urban areas, and children's vulnerability to calamities mean that child-centric humanitarian work is immediate and necessary, and this report is a step towards creating a disaster management framework that addresses the issue and prioritizes children.

Chapter I:
Introduction

The world is experiencing an intense surge of population growth and rapid urbanization. One of the key consequences of rapid urbanization has been the increasing vulnerability of urban centres to the impacts of disasters and climate change. Among those affected in urban areas by disasters and other calamities are children, which make up a large part of urban populations and are among the most vulnerable populations when any disaster strikes. Despite growing acceptance of the realities of the increased risk of calamities and the importance of children in urban planning, there is relatively little research, policy, or practical attention paid to children's well-being in the light of calamities, and how disaster management and policies can account for their perspectives, experiences, and interests. Besides that, little attention is given to the specific risks that young girls and boys face, the challenges of the communities around them, or the factors that can contribute to their resilience, especially in the context of humanitarian aid (Brown, D. & Dodman, D., 2014). In that context, this study aims to create a framework for understanding the needs, priorities, and demands of children concerning humanitarian relief work, and how policymaking for disaster relief can evolve to better cater to their needs.

1.1 Background

According to the United Nations, currently more than half of the world's population lives in urban areas, with India also exhibiting similar patterns of burgeoning urban areas across the country. Simultaneously, we've also witnessed an increase in humanitarian crises that affect urban areas. This is happening both directly; through civil conflict, hazards such as flooding or earthquakes, urban violence, or outbreaks of disease; and indirectly through hosting those fleeing such threats (UNICEF-SAARC). With the ever-growing population of cities, their dynamism, their reliance on markets, and the size, diversity, and mobility of urban populations, extending humanitarian aid to cities is a daunting challenge.

Though most of the humanitarian work was concentrated in rural contexts earlier, the new reality where around 75% of all displaced people reside in urban settings has forced a reimagination of the understanding of humanitarian aid to work on challenges and opportunities in urban spaces. The urban context throws up risks that are significantly varied from the rural context that most government agencies and humanitarian organisations are accustomed to and experienced in handling. As a result, there is a significant gap in understanding of varied land tenure ownership, fragmented social fabric, migration of individuals, families and groups; and varied social, political and economic contexts and their dynamic nature which accentuate disaster risks over space and time (Sphere Standards, 2020). In the light of the increased incidence of disasters and calamities due to climate change, understanding how to respond to disasters in urban areas, and specifically cater to the various groups that form their population, is an urgent and important task.

Understanding the threat while considering the cruciality of life, this study particularly focuses on the impact of disasters on one of the most vulnerable groups, children, and how humanitarian aid and policy can evolve to tackle their needs. Children's vulnerability to disasters is primarily a function of their age, which is a critical determinant of any individual's vulnerability to the consequences of various calamities. Children's specific vulnerabilities result from their dependence on other adults for basic survival support including nutrition, health, education, psycho-social care, and protection. Since their dependency on others for basic requirements determine their survival and development, any

form of negligence, ignorance and under-planning in developmental plans can affect them much more severely than others as they can experience long-term impacts and persistent effects on their physical and mental health (DID & UKAID, 2016).

Be it natural disasters like floods, earthquakes, cyclones, heat and cold waves or man-made disasters like fires, epidemics, and civil strife, children are among the most affected populations. The intensity of risk is higher for children who are living in urban areas because of cities' complexities and weaker social networks which can come to children's aid in rural areas. Reports demonstrate that one out of three lives lost in disasters is that of a child below 18 years (Care India, 2017). Children living in urban marginalised neighbourhoods are particularly vulnerable. They are exposed to challenging living conditions where they lack basic services, development, and protection against crimes, exploitation, and diseases in overcrowded settlements (Ambey, Gupta and Patel, 2013).

India has also experienced similar patterns as urban areas have experienced a range of disasters in recent times, which is likely to rise further under the impact of climate change (Gupta, et al 2019). The gap in understanding of the risk faced by children is very significant in the Indian context, as this is a field that is inadequately understood and documented. There is a range of factors that influence children's vulnerability to disasters in urban settings, which require urgent interventions in the form of programs and policies to reduce disaster risks (Save the Children, 2015, 2017). Despite a growing acceptance of these realities, there is relatively modest research and policies on child-centred humanitarian response mechanisms, planning, and action for urban settings in India. Scarce attention is paid to the specific risks that girls, boys, and local communities face and factors that can be altered for a safe and sustainable future.

Identification of threats and vulnerability assessment are a few of the critical tasks in terms of creating spaces for safe survival, well-being, and protection. Furthermore, when it comes to children, and their vulnerability and exposure to disaster risk, it largely depends upon their birthplace, the period in which they are born, their education, socioeconomic status, educational level of family members, and also their own physical and mental conditions.

To fill this gap, this study thus aims to evaluate evidence-based strategic approaches for child-centred humanitarian response, planning, and actions in urban settings with a particular focus on marginalized communities in India. We refer to existing 'good practices' while also incorporating new proposals backed by research data, to create more holistic frameworks for child-centric humanitarian aid in urban setups.

1.2 Objective of the research

To understand the unique *opportunities and challenges* posed by urban areas, as well as the *needs of urban at-risk children* and their families, and to devise evidence-based *strategic approaches* towards child-centred humanitarian response, planning, and action for urban settings in India.

The study is designed to address six research questions:

1. What is different between urban and peri-urban settings as compared to rural, while undertaking immediate response after a disaster?
2. What are the capacity gaps in the NGO sector as a whole, and specifically Save the Children India's NGO partners to prepare for and respond to urban disasters with a child-centric lens?
3. How best can the internal capacity of Save the Children India, the capacity of NGO partners, and that of the sector be built to address these gaps, in terms of content and pedagogy?
4. What international and national good practices are worth learning from, and what adaptation will they need to be applied in the Indian context? Which principles will be universal, and what local adaptation of practices will be required?
5. What innovative approaches can be taken to get children and their families at the centre of urban humanitarian response and planning processes?
6. Which available specific tools or toolkits are suitable for such child-centred humanitarian response, planning, and action for urban settings in India? Which new tools are required?

More broadly, the objectives and scope of the study can be summarized as:

- Identifying field challenges in responding to urban humanitarian crises (focusing on children's issues), key knowledge gaps and capacity gaps.
- Mapping the groups involved in humanitarian relief work.
- Drawing implications for Save the Children and local CSOs.
- Identifying strategic approaches for organisational preparedness for and response to emergencies in urban areas.
- Portending trends, and suggesting longer strategic partnerships, collaborations and advocacy agendas.

The report is organized as follows: the first section was an introduction, the second section includes an extensive literature review to understand existing evidence and present good practices, the third section explains the research methodology followed and some preliminary results, the fourth section presents the key findings and thematic analysis of every research question, and the fifth section provides a conclusion.

Chapter II:
Literature Review

The literature review chapter is primarily divided into four sections, the first one dealing with the academic review of literature about urban disasters, the second discussing literature on children's experiences with disasters and addressing the concepts around them such as safety, resilience, recovery, risk reduction etc. The third section deals with government policies and legal provisions under which the safety of children has to operate, and the fourth section discusses various conceptual frameworks that exist and have been reviewed to undertake the study and will help contextualise the study from a global perspective.

2.1 Urban disasters: a risk and resilience story

This section discusses the reality of urban disasters across the world, their increasing prevalence, and the unique challenge they present to all stakeholders involved in humanitarian work and disaster management by reviewing appropriate literature in the field. We also discuss some literature on how community-based approaches are the way forward for future disaster relief work and are a necessary innovation for any humanitarian work in urban areas.

A mega-disaster that will kill a million people in one go is today a distinctly real risk in the Asia Pacific Region, fuelled by rapid population growth and its burgeoning unplanned cities (Musson, 2021 and Bilham et al 2001). Making cities and human settlements inclusive, safe and sustainable, as committed in Sustainable Development Goal 11, is highly dependent on investments in resilience building (UCLG, 2015). Target 11.5 aims to, by 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to the global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations.

One of the significant challenges in Indian states and cities is the lack of data on losses, particularly economic losses, as much of these are in the informal sector and uninsured, thus making accounting difficult. Such significant improvements will need to be based on identifiable returns on investments and actions in reducing urban risk in the region's emerging urban hotspots as a priority.

2.1.1 As the Region Urbanizes, so does Disaster Risk

Over half of Asia-Pacific lives in urban centres, and India with more than a third of its population being currently urban is fast racing towards this level. Going by current trends, most urban Indians will be living in unplanned and substandard settlements. A large share of the urbanization is the result of rural to urban migration, and the re-designation of urban settlements as cities. Either way, the city's residents are unprepared and largely unaware of the risks posed due to settlement in erstwhile vacant lands that are often hazard-prone. Modern looking buildings and infrastructure provide a false sense of permanence and safety, only to be shattered when disaster strikes.

As populations in a known disaster-prone region concentrate in its cities without adequate provision of risk reduction features in advance, there is a twofold impact that influences the disaster risk characteristics to gain an urban tone: risks get concentrated in fewer but larger settlements, and the average risk exposure of habitats increases due to the rapid and unplanned nature of urban development, often visible in the form of dense housing in extremely hazardous locations such as river-beds, coast-lines and

steep slopes. As a cumulative effect of all this, Indian cities are densely packed, host to a large share of the world's urban population, and the most at-risk people (Cities Alliance, 2015).

The region is thus set to see urban risks rising, and disasters getting more urban in the future. This has serious implications as urban disasters are very acutely different from conventional rural disasters that most governments, civil society organisations and communities themselves are used to managing. The complexities of the legality of land tenure, high densities, high rise structures, a large share of floating population and weaker social fabric pose challenges that require significant advance work on urban risk reduction in the region. Dealing with the affected population in Kathmandu valley and other municipalities was a more complex challenge in the aftermath of the Nepal Earthquake of 2015.

Assessing urban damage, identifying affected populations a large part of which is floating, figuring out solutions for commonly owned high-rise buildings, and arriving at compensation packages for the urban areas posed significant challenges since the early stages of the response (National Planning Commission, Government of Nepal, 2015).

2.1.2 As the Region Urbanizes, so does Disaster Risk

While the efforts on disaster risk reduction, combined with the fact that fewer large-scale disasters have struck the region in the past decade than did in the 2000-2010 period that saw the Gujarat Earthquake, Indian Ocean Tsunami and Kashmir Earthquake, have led to a drop in the human life loss, the economic losses continue their upward swing. While not as prominently visible as earthquakes and cyclone impacts, urban floods are fast emerging as the costliest disasters. It thus needs to be appreciated that urban disasters striking the extensive and densely populated parts of the country cause greater economic and loss than they would elsewhere and are also much harder to recover from due to poor quality development, lack of resources, and

complex issues such as land tenure in urban settlements.

2.1.3 Hazard and Vulnerability as Drivers of Urban Disaster Risk

The distribution of cities according to six primary natural hazards indicates that floods, droughts and cyclones, all hydro-meteorological hazards exposed to climate variability, are the top three risks even though earthquakes make bigger headlines. Further analysis of the spatial distribution of the risk of economic vulnerability to floods and droughts shows that ironically a similar distribution pattern, showing the world's highest concentration in the Asia Pacific region, emerges for both the hazards. A case of water too much, too little, affecting the very same cities (UNDESA, 2015). More recent studies are indicating the increasing impact of climate change on hydrometeorological hazards, and the outlook of such disasters is more frequent, more intense, and more unpredictable in terms of geography and timing.

2.1.4 Cities are Growing Rapidly, but are Largely Unplanned and Sub-standard

The Asia Pacific region, with India amongst the leaders, is growing very fast and is urbanizing very rapidly. A large part of this urbanization is through migration and re-designation of rural settlements as urban. To enable rapid economic development, cities are emerging as growth engines. The pace of their planning and development, however, is far slower than the economic pressures for agglomeration of a workforce, and the aspirational pressures for urban life and livelihood (UNESCAP, 2013).

Cities are thus largely growing in the absence of proper development plans, leading to a large number of dwellers living in slums and various other kinds of substandard housing, and having poor access to services. Even the not so poor are living and working in buildings that are of suspect quality due to slack enforcement of building standards, and a largely illiterate or untrained workforce. It is in this context that we have to discuss alignment with SDGs and other global frameworks.

In its rush to accommodate more people and productive activities, urban growth is increasingly taking shape on vulnerable lands, heightening risks. Pressures to expand are leading to urban sprawl along riverbeds, drainage channels, steep slopes, and such lands earlier unoccupied due to associated hazards. There is a very large gap between the planning processes and the pace of development on the ground. The magnitude of this problem is very substantial, with several countries in the region reporting over half their urban populations living in slums (ADB, 2016).

2.1.5 Risks of Medium-sized Towns and Peri- urban Areas Go Under the Radar

Megacities have drawn much of the attention when it comes to urban disaster risk. This is understandable as they are the most visible urban centres and make news headlines regularly for a variety of reasons. It needs to be considered, however, that roughly 50 per cent of the urban population of the region lives in small towns and medium-sized cities versus a mere 14 per cent in mega cities.

Though many megacities are known for their slums and informal sector economies as at-risk sectors, they still do on the whole have a planned approach to land use and infrastructure development, and the human resource and financial capacity to imbibe elements of disaster risk reduction in their growth. Small towns and medium-sized cities, on the other hand, lack all of these resources and in addition even the knowledge of risk and risk reduction measures. Many such cities grow in the absence of any developmental plans, let alone disaster risk management plans.

Similarly, peri-urban areas build irreversible risk into cities even before they fully urbanize. Taking advantage of the proximity to urban economies, and the low land and rental rates outside municipal limits, they mushroom just outside city limits. The absence of municipal building bylaws and development regulations help industry, commerce and housing come up in these areas in ad-hoc and inexpensive ways, which also happen to be high-risk built forms with unsafe buildings and inadequate infrastructure.

Weak institutional capacity for affordable housing and inclusive urbanization is also seen as an underlying factor for amplifying disaster risk, particularly to the urban poor, in the region. The level of difficulty the urban poor face in accessing resources and creating assets towards protection from shocks and stresses is an established and measurable barrier to safety (World Bank, 2017).

2.1.6. Underlying risks and invisible disasters are taking a constant toll

Mega disasters are a very real risk for the region in the future. At the same time, the accumulation of smaller, day-to-day, and often invisible disasters will also have a very significant cumulative impact. These high probability low impact disasters, stresses, or extensive disasters are less eye-catching but devastatingly impactful for the economy and in particular the poor, as compared to what the disaster management sector calls low probability high impact disasters, shocks, or intensive disasters.

The International Federation of the Red Cross and Red Crescent Societies in its report in 2013 identified that over 90 per cent of the world's disasters go unreported (IFRC, 2013). They are often locally also viewed as accidents and not disasters and are linked to developmental underlying risks such as poverty and the absence of civic infrastructure. Water-logging and resultant damage in restricted neighbourhoods, loss of livelihood due to weather-related events, water and vector-borne diseases after spells of localized flooding or water-logging all fall under this category of disasters. The rising incidences and concerns regarding issues such as zika, malaria, dengue, urban heat and urban air pollution can all be classified under increasing urban stresses or extensive risks.

2.1.7. Risk Sensitive Planning is the Foundation for a Safer Future

Recognizing that the world's urban population is expected to double by 2050, the New Urban Agenda has envisaged the adoption and

implementation of disaster risk reduction and management, reduction of vulnerability, the building of resilience and responsiveness to natural and human-made hazards and fostering of mitigation of and adaptation to climate change as the way forward in facing the disaster risks that the cities of the future are sure to encounter (UNHABITAT, 2016).

The role of local governments is paramount, from assessing needs to planning, developing and managing the infrastructure and support services in a manner that is safe and sustainable while meeting mounting growth pressures. While there is much discussion and push across the region on new age approaches including smart cities, the need for ensuring that the fundamentals are in place to meet the SDGs cannot be over emphasized to city governments (UCLG, 2015). The criticality of the role of local governments can be seen in the fact that up to 65 per cent of the SDGs are at risk if local urban stakeholders are not involved (Cities Alliance, 2015).

Migration, the root cause of urban growth in the region appears to be a key determinant of the urban risk crisis. Migration, however, has been a phenomenon that has fed a spectrum of developments that have benefited society with cities as the engines of economic growth and knowledge generation. Almost all achievers in diverse fields of human development have been migrants who have contributed to the thought leadership that is the hallmark of cities in the region, as it is globally. Cities are a positive element of the region's development and are good for tapping its future potential. The problem thus isn't urbanization, but unplanned and unsafe urbanization. What we need to aim for is growth with resilience. Development cannot be sustainable if it does not become risk sensitive.

2.1.8 Community Based Approaches as the Way Forward for Urban Resilience

Disaster trends indicate that preparedness efforts are reducing life loss, but economic losses are mounting, hurting everyone. The poor are the hardest hit. The deepest impact of the current development pattern is in terms of the high risk of GDP loss, but often for the developing economies of the region economic losses in the informal sector do not translate into visible impacts on GDP (UNISDR, 2017).

2.1.8.1 Disruptive Partnerships and the Power of Collaboration

As contexts and the nature of emergencies become complex, so does the need for diverse stakeholders to collaborate and co-create the means to build resilience. The role of non-conventional groups including the private sector, media and academia is emerging fast in what was earlier a sphere of governments and civil society (ADBI, 2012).

The Global Alliance for Urban Crises is one such example of a global, multi-disciplinary and collaborative community of practice that operates as a 'network of networks' working to prevent, prepare for and effectively respond to humanitarian crises in urban settings (Global Alliance for Urban Crises, 2016). Besides disaster risk in cities, it focuses on armed conflict, noting that urban areas can also offer a safe refuge and that the majority of internally displaced people and refugees are living in cities and towns around the world. This is increasingly putting additional pressures on cities and the way they are managed, since forced displacement is increasingly protracted, lasting an estimated 25 years on average, which is more than the horizon period of urban planning. In the Asia Pacific Region, CITYNET, the regional network of local authorities for the management of human settlements has a disaster cluster with over 35 cities, focusing on the training of city managers in disaster risk reduction and management approaches, facilitation of urban risk profiling, and dissemination of best practices in disaster preparedness.

2.1.8.2 Urban Innovations Driven by Enterprise for a Sustainable and Safe Future

The emergence and recognition of innovations in the disaster risk reduction and response space in recent years are very encouraging developments in the sector that are set to lead both incremental and transformational change across the domain. The recognition that

innovations have to be local and appropriate for scaling and replication is bound to have a deep positive impact on the resilience of the region and its cities.

New age actors and their partnerships, including United Nations agencies, The World Bank Group, Asian Development Bank, The Rockefeller Foundation, 100 Resilient Cities, C40, ICLEI, Cities Alliance, Microsoft, Siemens and others are increasingly coming together to tap into the collaborative innovations that such diverse partners can bring from their respective domains (UNHABITAT, 2017).

2.2 Children in Disasters

The exposure of children to disaster situations is increasing constantly, and the influences of unplanned growth of settlements, migration, climate change, socio-political environment and stresses of modern life are being felt in the lower economic sections of society, and among women and children disproportionately. Every disaster in itself provides lessons about lopsided development and offers lessons concerning disaster management approaches and priorities. There is a substantial body of research available on various dimensions of disasters, including urban disaster risk, yet there is a clear need for more research on the specific aspect of children at risk in urban settings in transitional economies such as India that also have inherent class divides. Some of the critical dimensions of such risk are discussed below.

2.2.1 Children at Risk in Urban Settings

The urban context throws up risks that are significantly varied from the rural context that most government agencies and humanitarian organisations are accustomed to and experienced in handling. As a result, there is a significant gap in understanding on how the unique settings of lack of affiliation to land parcels and tenure ownership; fragmented social fabric with the movement of individuals, families and groups; and social, political and economic contexts of cities and their dynamic nature accentuate disaster risk (Sphere Standards, 2020). In the Indian context this gap in understanding of the risk, as well as the risk itself, is significant and inadequately understood. There is a range of factors influencing children's vulnerability to disasters in urban settings, and policy, as well as programme interventions, are urgently required to address these (Save the Children, 2015, 2017).

2.2.2 Vulnerability and Children

The UN Convention on the Rights of the Child states that all children, without discrimination, have the right to live, grow, develop and participate in a secure and decent environment. Thus, from a rights perspective, disaster risk reduction programmes must bring into focus the needs and realities of young children through providing support to their families and through educating children from an early age about DRR and disaster preparedness.

A sudden, generally unanticipated event in a community or school negatively affects a significant segment of the child population often involving serious injury or death. These events can either be natural or human-induced and can strike with little or no warning. The collapse of a building in an earthquake, fire accidents, stampede cases etc., have ushered the community and schools across the country to understand and avert such disasters from happening. The casual approach of not attending to this problem has affected the lives of many innocent children globally. Parents, teachers, school staff, and other stakeholders primarily must know how to help children through a crisis and ensure that they return home safely. Knowing what to do when faced with a crisis can be the difference between calm and chaos, between courage and fear and between life and death. An indirect effect of disasters on children can be seen in increased dropout rates of students in the wake of earthquakes, droughts or communal riots. It is common for students to leave school after a disaster event, either because their parents need them to work for their livelihood, or because they are afraid of sending their children back to an unsafe school environment. Additionally, children may feel or have problems because they are suffering from the psychosocial impacts of disasters.

2.2.3 Disaster Response

Disaster-affected populations initially will require critical life-saving support. At the same time, their communities, institutions, and livelihoods will have been physically destroyed or weakened by the impact of the crisis. Many households and communities will begin a process of self-recovery as soon as possible after a disaster, out of practical necessity. The vulnerabilities that turned a hazard into a disaster in the first place often get recreated in the process. For example, homes may be reconstructed using the same building

techniques that caused them to collapse. Poor households may resort to the selling of their scarce productive assets in the immediate aftermath of a disaster to meet their basic needs and become even more vulnerable to future shocks. International experience also has demonstrated the close links between relief and recovery. The choices made regarding the kinds of relief assistance to be provided, and how it is provided, can facilitate or hinder the recovery of affected communities (Christoplos, 2006a). For instance, following the 2005 Pakistan earthquake, instead of distributing expensive winterized tents with a limited lifespan, the Pakistan Poverty Alleviation Fund (PPAF) provided affected communities with corrugated galvanized iron sheets and tools. The tools and materials were used by communities to build themselves temporary shelters using wood and other materials salvaged from the rubble. They could be used later in permanent home reconstruction. The choices made regarding the provision of relief also can have positive or negative impacts on reducing disaster risks—for example, undertaking a rapid environmental impact assessment to identify whether toxic substances have been released into the environment following an earthquake (e.g., the chemical leaks from factories damaged by the May 2008 earthquake in China) and then mounting a campaign to reduce the threat to nearby communities. For these reasons, relief needs to be carried out to support and reinforce the early recovery and risk reduction of disaster-affected populations.

2.2.4 Disaster Recovery

When a natural disaster strikes a poor community, not only does it cause serious loss of life and property, it often takes away or threatens the livelihoods and futures of those who survived. This is especially the case where productive household members have been lost or permanently disabled. For many households, not only will their short-term economic and social vulnerability be increased, but their ability to cope with future shocks may also be eroded. These pressures can contribute to increased poverty and marginalization in society. They can aggravate

tensions or conflicts that may have already existed within or between communities before the disaster. In the case of slow-onset or regularly recurring hazard events or shocks, many poor communities live in a constant state of recovery, where temporary relief has become a permanent coping strategy. For example, in Malawi drought occurs with such frequency that people have little time to recover before another drought hits. This has resulted in deepening poverty, chronic food insecurity, and aid dependency. Thus, to be effective and sustainable, recovery initiatives must be linked to the national and local development context and processes, as well as an understanding of the economic, social, and political conditions that existed before the disaster. Some of these are likely to have been contributing factors to the risk and vulnerability that turned the hazard event into a disaster; others, for instance, underlying structural issues may have an impact on the strategies adopted for recovery. Lack of understanding of these processes can lead to poorly targeted and inappropriate assistance. This is equally the case for infrastructure rehabilitation and reconstruction. There are many examples of schools and health centres rebuilt after natural disasters that could not afford ongoing maintenance costs or staff.

2.2.5 Disaster Management Capacity

Capacity can be defined as "resources, means and strengths which exist in households and communities, and which enable them to cope with, withstand, prepare for, prevent, mitigate or quickly recover from a disaster". People's capacity can also be taken into account. Hazards are always prevalent, but the hazard becomes a disaster only when there is greater vulnerability and less capacity to cope with it. In other words, the frequency or likelihood of a hazard and the vulnerability of the community increases the risk of being severely affected. School-specific capacity is also to be discussed. Like trained manpower within the school, fire extinguisher in school or a first aid box.

Type of Capacity:

- **Physical Capacity:** People whose houses have been destroyed by the cyclone or

crops have been destroyed by the flood can salvage things from their homes and their farms. Some family members have skills, which enable them to find employment if they migrate, either temporarily or permanently.

- **Socio-economic Capacity:** In most disasters, people suffer their greatest losses in the physical and material realm. People with resources/skills and support (from family/friends) can recover soon because of their support systems. Even when everything is destroyed, they can cope with it better compared to people with less or no resources/ skills and support systems.

2.2.6 Children with Disabilities (CWD)

About 80% of the children with disabilities (CWD) live in developing countries (Promoting the rights of Children with disabilities, UNICEF, 2007). CWD are four times more vulnerable to violence against them (WHO, 2012). This is due to the following stigma attached to them, leading and related to:

- Discrimination that CWD face

- Ignorance amongst the general public regarding the intensity and forms of disabilities

- Lack of social support

The stereotype set for CWD says that they are weaker than an inferior to, children without any form of disability. When during normal times CWD are more prone to violence and given a lower position in the community, during disasters this seemingly insignificant action intensifies and puts CWD in a furthermore vulnerable and hence perilous position. The Social Model of Disability ascribes the inability of persons with disabilities to perform on to the barriers within the society. Hence, the disability does not lie within a person but in the mind of society (*The Social Model of Disability*, British Council of Disabled People, 1981).

CWD are much stronger than what the community perceives of them and instead of undermining them, their needs have to be included in every aspect of child development. This includes customized interventions in schools and effective communication for providing accessible information and societal setting. The needs of the CWD can be well defined by them and therefore we need to begin including them in the process of disaster preparedness and mitigation planning in schools. Involve them in all facets of disaster management.

2.2.7 Disaster Risk Reduction

Disaster risk reduction is founded on the principle that the adverse impacts of hazards can be managed, reduced, and sometimes even prevented by taking appropriate actions to decrease people's exposure to hazards and their susceptibility to hazard impacts. Conversely, understanding and increasing people's capacity to anticipate, cope with, resist, and recover from hazard impacts is an essential component of reducing vulnerability. DRR aims to enable societies to be more resilient to natural hazards and to ensure that development does not inadvertently increase vulnerability to those hazards. Therefore, recovery activities should do more than merely return disaster-affected people and institutions to the situation that existed before a disaster.

In particular, the recovery phase of a disaster response also offers opportunities to strengthen the capacity of communities and their governments to cope with the impact of disasters and to reduce their vulnerability to future hazards and shocks—for instance, through restoring destroyed mangroves as protection against storm surge, increasing fishing opportunities, or developing the disaster management skills of local government authorities. Likewise, DRR should be incorporated into regular development planning and programming to reduce or avoid the negative impacts of future hazard events. DRR is implemented using DRM approaches.

2.3 Legal and Policy Instruments

Aiming towards prevention, relief and rehabilitation in the event of disasters, thereby reducing the level of risk and vulnerability, a set of policy actions, strategies, plans and legal

norms have been formulated globally, nationally and at state levels. A few of the prominent instruments are discussed below.

National Disaster Management Act, 2005:

This Act was passed in November 2005, by the Government of India, which includes various committees at the central, state and district level for implementation of the disaster management plan. This act also recommends the formation of a national disaster response force to tackle any disastrous situations. According to this act, a committee at the central level needs to be formed consisting of a maximum of 10 members out of which nine are nominated by the prime minister.

The basic objective behind forming this act was to prepare people and the community to deal with disasters, to standardize the rehabilitation and reconstruction measures and to develop contemporary forecasting and warning system. But if we see the other side of the coin then the act has no mention about the qualification required for being the committee member, then there's no mention on the local authorities and their work has been described vaguely.

The preparation of state and district level plans, under the aegis of the state and district disaster management authorities, is spelt out, but the local level action below that, including that at the urban local body level, is not. While there have been several good practices in this regard, including the preparation of city disaster management plans in many states with pioneers including the states of Gujarat, Odisha, Maharashtra and Bihar among others, the standardisation of the approach has not happened. Furthermore, the role of various arms of urban development and municipal authorities, and the role of CSOs, local volunteers and children in alignment, are not detailed.

A subsequent amendment to the Act brought in a role of the Civil Defence, but as a body, and not extending to other dimensions of the civil society.

The exclusion of the local community and the usage of their traditional patterns for

mitigation and preparedness are being completely ignored and needs to be taken into consideration. The act also says that the three committees made at the central, state and district level can only be challenged in either high court or supreme court and if the allegations are found false, then the person will be punished for false claims, it further says that for claiming compensations an individual needs to produce his/her identity proof and would be punished for false claims. The role of children is not addressed under this and is left to interpretation as a subset of the local community, which often does not translate into their involvement on the ground.

Various suggestions have been made in consideration to the act such as theirs high necessity to classify disaster-prone zones. Qualification for the members appointed in the central committee must be laid down plus there's a high need to bring in people who are expertise in the field of disaster management at the committee level. The law of false claim for punishment needs to be amended and there's a need to have a specific criterion for this law as if a person claims the compensation in a disaster situation, then it's very difficult for him/her to have carried the identity proof card or papers with themselves. There's an urgent need for a more humanitarian approach towards such situations instead of punishments and embedment of rules and regulations.

2.3.1 National School Safety Policy Guidelines

The National School Safety Policy Guidelines stand for a vision of India where all children and their teachers, and other stakeholders in the school community are safe from any kind of risks due to natural hazards. The Guidelines focuses upon the urgent need to strengthen the risk resilience of schools in rural as well as urban areas of the country. It is hoped that this document will be useful to ensure that all school children across the country remain safe from any kind of disaster risk as they access their right to education. The Guidelines highlight the following key elements:

▪ Addresses the vertical of school safety more inclusively and holistically in the national policy sphere.

- Capacity building of children, teachers, school personnel, state and district education machinery on school safety and disaster preparedness.
- Anchoring /implementing child centred community-based disaster risk reduction in the local context.
- Mainstreaming risk and safety education in the school curriculum.
- Linking school safety in the existing government schemes and policies.
- Strengthening coordination amongst institutional structures at the district, state, and national levels to promote effective child rights governance in disaster situations.

2.3.2 Ahmedabad Action Agenda on School Safety

To provide a guiding principle and recommendations for further facilitation and implementation of school safety agenda at international and national levels. The action plan was a result of an international conference on school safety organised by SEEDS and hosted by Gujrat State Disaster Management Authority (GSDMA) in Ahmedabad, India. This action plan was developed by 150 participants (representatives of the public sector, civil society, educational sector, and school safety advocates) from 17 nations. The key action agendas were as follows:

- Include disaster risk reduction in the formal curriculum at both primary as well as secondary levels.

- Promote disaster risk reduction through co-curricular activities in schools acknowledging that children in schools need to develop "survival life skills" first, along with "academic inputs". Cocurricular activities must include basic disaster awareness and disaster risk reduction, mock drills, first aid training, training on fire safety and other response skills as appropriate (e.g., light search and rescue, swimming, evacuation and emergency shelter creation).

- Promote exclusive initiatives among children in schools that make them leaders in risk reduction in the community.
- Ensure effective partnership among schools to share risk reduction education and achieve higher levels of school safety.
- Complete risk assessment and safety measures must be undertaken to ensure zero potential damage to new school buildings.
- Mandatory safety audit of all existing school buildings concerning their location, design and quality of construction and prioritizing them for demolition, retrofit or repair.
- Develop, implement and enforce codes with the performance objective of making all new school buildings ready for immediate occupancy following any disaster to serve as shelters or safe havens for the community as well as to restore educational functions in the shortest possible time.
- Implement a systematic plan to retrofit and/or repair existing schools to meet minimum standards for life safety in the event of known or expected hazards. Demolish unsafe irreparable school buildings and replace them.
- Implement routine checks to ensure schools adhere to minimum standards and safety measures are not undermined.
- Mobilize parent, student, local community and school staff to champion school safety Schools to prepare and implement school safety plans including measures to be taken both within school premises and in the immediate neighbourhood. This must include regular safety drills.
- Promote active dialogue and exchange between schools and local leaders including police, civil defence, fire safety, search and rescue, medical and other emergency service providers.

- School children must practice safety measures in all aspects and places of their lives.
- A policy on school safety would eventually be integrated with the existing policies on school education must be framed.
- Enforce policy through budgetary allocation, strategic programs, and effective monitoring.

2.3.3 National and State Disaster Management Plans

The National Disaster Management Plan (NDMP) provides a framework and direction to the government agencies for all phases of the disaster management cycle. The NDMP recognizes the need to minimize, if not eliminate. It, therefore, specifies who is responsible for what at different stages of managing disasters. It is meant to be implemented in a flexible and scalable manner in all phases of disaster management: a) Mitigation (prevention and risk reduction), b) Preparedness, c) Response and d) Recovery (immediate restoration and build-back better). The NDMP has five main pillars:

- Conforming to the national legal mandates: the DM Act 2005 and the NPDM 2009.

- Participating proactively to realising the global goals as per agreements to which India is signatory, Sendai Framework for DRR, Sustainable Development Goals (SDG's) and Conference of Parties (COP21) Paris Agreement on Climate Change.

- Prime Minister's Ten Point Agenda for DRR articulating present national priorities.

- Social inclusion is a ubiquitous and cross-cutting principle.

- Mainstreaming DRR as an integral feature.

The State Disaster Management Plans for the concerned states are the guiding documents for the implementation of disaster preparedness and response actions in the cities under study, since the primary resource allocation is from the state pool, and also because land, which is a key determinant of disaster risk reduction, is a state subject under the Constitution. All the state disaster management plans studied can be broadly seen as covering the following dimensions, in alignment with the disaster management cycle, which is of relevance to the present study:

- A substantial part of the plans pays attention to disaster response, with the administrative setup, cross-sectoral linkages, and operating procedures outlined. Without an explicit focus on child-centred response, it is implied that through the work of various agencies including the education department and women and child welfare-related agencies, this aspect is subsumed in the approach.

- Disaster preparedness and risk reduction actions include a community role in all the plans, and once again without an explicit focus on child-centred preparedness, it is implied that as part of the community and various sub-groups, including children, appropriate measures need to be designed and undertaken, which may include school safety programmes.

- Mitigation and recovery are not substantially detailed in the plans, with an approach that the administrative establishments comprising the disaster management function, often under land and revenue departments, supported by the state disaster management authorities, will conduct these activities. Mitigation actions are meant to be more cross-cutting and are mostly left to concerned departments to the mainstream, while recovery is a function that usually attracts additional resources for a response that the department deploys in an extension of the protocols laid down for relief.

Lastly, the cities have their own administrative and thereby disaster response structures, which are discussed in a later section in detail.

2.4 Frameworks for Child-Centric Disaster Relief

Approach: A few different approaches have been proposed for the child-centric disaster risk response. A few key approaches to consider in this regard, include the following:

Comprehensive School Safety Framework: A global framework for the comprehensive school safety framework is proposed by UNIDR (2017) that stands on three pillars of safe learning facilities, school disaster management and disaster reduction and resilience education. The framework act as a guideline that needs to be aligned to national, sub-national and local disaster management plans. This framework suggests a series of ongoing activity that includes identifying the hazards in the school and around. Conducting drills, preparation of a plan by involving parents, teachers, and students; striving to build on the capacities of the institutions and individuals to meet the challenges during an unforeseen event. Being prepared will improve the ability to respond to a disaster. In such an event, school administration and teachers will have to be self-sufficient- relying on their resources to protect and care for the student population and the immediate surrounding communities until external assistance is available. All schools must develop emergency plans and conduct drills for various situations and hazards that are persistent in the region. School children and their families need more information and education on safety and preparedness measures. The safety programme should add into a dimension of carrying the initiative forward to the community level.

Figure 1: Comprehensive School Safety Framework (UNISDR, 2017)
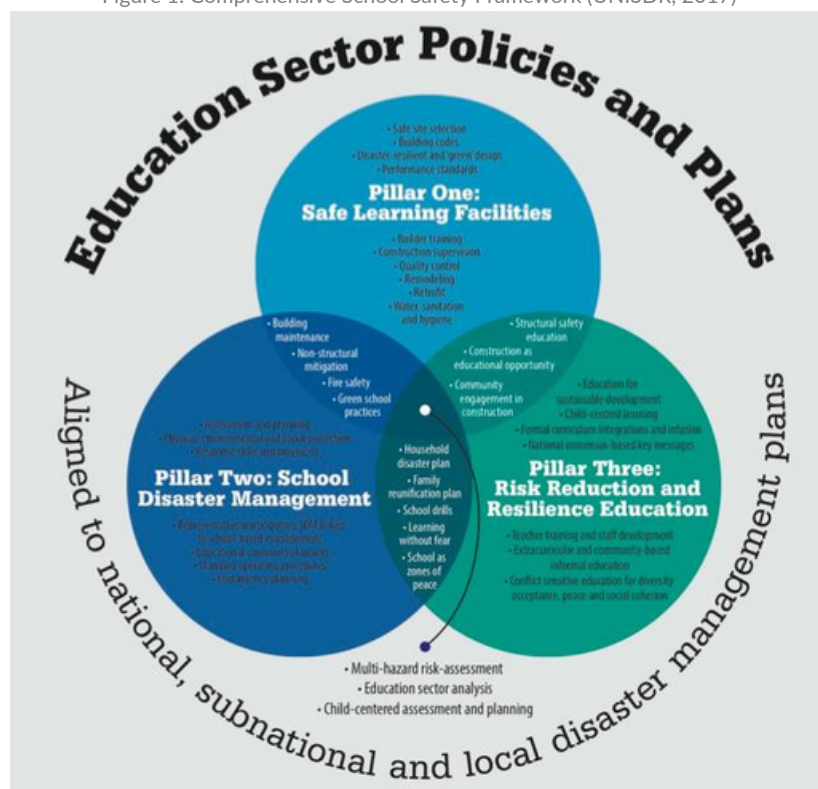
Comprehensive Child-centric Safety Model: Based on the Comprehensive School Safety framework and the Red Cross model for Disaster Risk Reduction, a comprehensive child-centric safety model has been developed and used by SEEDS through its school safety programming.

The model has three tiers, the first emphasising on activities to ensure the safety of children as mentioned in Pillar 1 and Pillar 2 and partly in Pillar 3 of the Comprehensive

School Safety model; the second layer covering the actions jointly to be done with neighbourhood community e.g., action planning, plan integration, training and capacity building of community and allocating shared responsibility to community volunteers; and the third tier bringing in external factors such as governance, and accountability. The proposed Red Cross model covers all life stages (from 0-24) among children and builds on the agreed-upon Comprehensive School Safety Model. It leverages the unique position that National Societies have in countries and their existing relationship with the National Government and the presence of a large number of volunteers.

Figure 2: Comprehensive Child-centric Safety Model
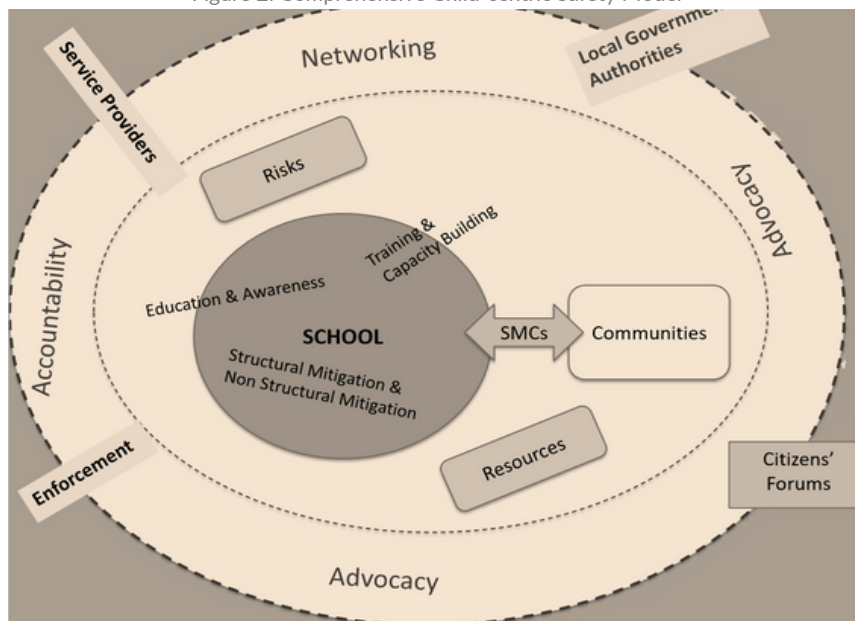
While direct implementation of School-Based Disaster Risk Reduction can best be carried out by many child-centred organizations that would have the presence and the capacity to carry out such activities, the National Society brings in some added value as a convenor in the following areas:

- **School to community links:** The large citizen volunteer base may be mobilized to support school-based activities within communities. The community volunteers can complement schools' limitations in terms of trained human resources and limited outreach beyond their campuses. E.g., Early warning dissemination.

- **Building networks and partnerships:** Strong mutually accountable partnerships with local governments especially with emergency departments are critical for a lasting impact of school-based disaster risk reduction activities. The national societies can facilitate such partnerships to ensure schools get the required support.

- **National Policy formulation:** At the national level, institutional structures serve as a barrier to the comprehensive policy framework that is needed to address disaster risk. The NDMOs will need to engage with Education Ministries in the respective countries to evolve a policy framework that addresses disaster risks reduction in schools. The national societies are best placed to facilitate such works.
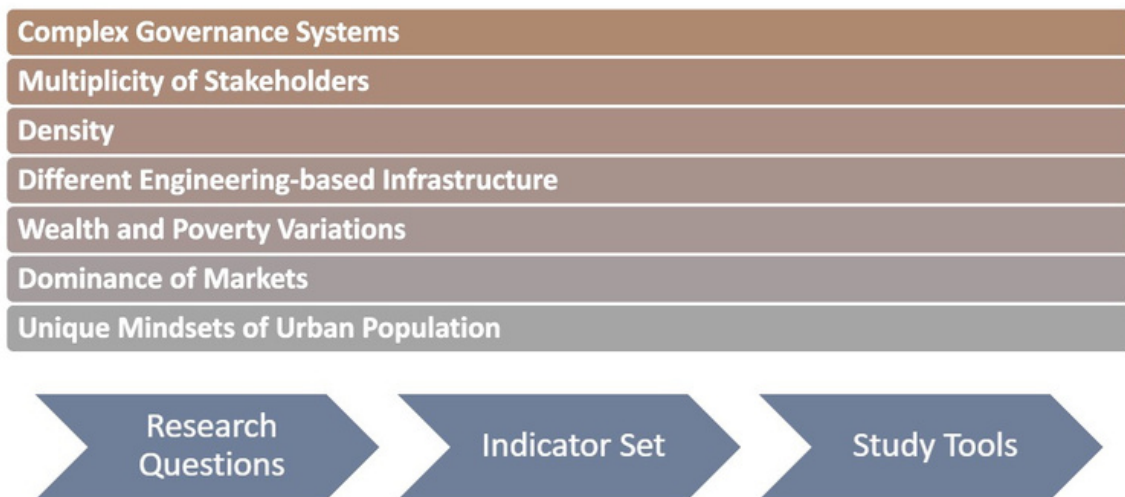
Chapter III:

Research Methods and Data

This section will provide details of the research methodology and presents some preliminary results. The first subsection deals with the research questions of the study, the second subsection details the tools being used for the study as well as the locations being studied, the third subsection gives further details on the methodology of data collection, and the fourth section closes the chapter with some preliminary data analysis before we present more specific, thematic results in the next chapter.

3.1 Research questions, focus and scope

The study has a holistic design, and attempts to address the following six research questions:

1. What is different in *urban and peri-urban settings* as compared to rural, while undertaking immediate response after a disaster, and what are the *challenges and opportunities* in these settings and the related institutional landscape?

2. What are the *capacity gaps* in the NGO sector as a whole and SC India's NGO partners to prepare for and respond to urban disasters with a child-centric lens?

3. How best can the internal capacity of SC India, the capacity of NGO partners, and that of the sector be built to *address these gaps*, in terms of content and pedagogy?

4. What international and national *good practices* are worth learning from, and what adaptation will they need to be applied in the Indian context? Which *principles* will be universal, and what local adaptation of *practices* will be required?

5. What *innovative approaches* can be taken to get children and their families at the centre of urban humanitarian response and planning processes?

6. What available specific *tools and mechanisms* are suited for child-centred humanitarian response, planning, and action for urban settings in India? What new ones are needed, including policy, institutional, planning and operational ones, covering budgeting, technology and expertise?

Figure 3: Complexities of Urban Programming

Complex Governance Systems

Multiplicity of Stakeholders

Density

Different Engineering-based Infrastructure

Wealth and Poverty Variations

Dominance of Markets

Unique Mindsets of Urban Population

Research Questions → Indicator Set → Study Tools

3.1.1 Focus on Complexities of Urban Programming

The study aims to be comprehensive in its understanding of urban challenges and policymaking by looking at a wide set of stakeholders and analysing the research question from a variety of perspectives. We look at how the governance systems, markets, inequalities, and infrastructure of urban spaces impact the experiences of children during calamities. This is done by creating research questions targeted at every theme, and then analysing the collected data through a series of quantitative and qualitative tools.

3.1.2 Scope of the Study

Figure 4: Scope of Research Study

Identifying Field Challenges, Knowledge and Capacity Gaps

Mapping the Urban Humanitarian Turf

Implications for Save the Children and CSOs

Discovering Strategic Approaches for Organizational Preparedness for and Response to Emergencies in Urban Areas

Risks & Trends
Longer term strategic partnerships & advocacy agendas

3.2 Tools, sources, and locations

This study utilized a mixed-methods approach involving both quantitative and qualitative data to understand and explore the three main concepts of response, planning, and action through a child-centric lens. The researcher used multiple forms of data collection through interviews, visual observations, and official documents to collect information and then bring it together under a holistic framework of humanitarian relief.

We identified various themes emerging from the data, to analyse them through the various methods adopted and codify them into actionable insights for policymaking. Apart from the quantitative methodology that helps understand the overall scenario on-ground, we also used case studies and more extensive qualitative methods like in-depth interviews

and narratives gathered via interactive engagement with the participants.

As suggested by Berg (1989), acquiring information in the form of narratives would ensure that the voices of the respondents are the only fact guiding the research and give a prospect of indulging in the same. He suggested that this approach allows the researcher to build upon their initial generalised understanding of the research problem or the issue in terms of what the respondents think about it by asking probing questions to them and placing them at the heart of the problem. This is also our goal with the research, as we try to supplement quantitative findings with qualitative data to properly understand the issues being identified, and also how the phenomenological experiences of individuals can inform the policies which would be most apt for their well-being.

Desktop Research	Key Informant Interviews	Participatory Rapid Appraisal Activities	Questionnaire Survey
• Online research • Review of key documents (Govt, Academic, CSO) • Review of Documents referred by SC • Review of Documents referred by key informants	• National government, non-government and international organisations • City level government and non-government organisations • Save the Children	• Transect Walk • PRA Mapping • Focus Group Discussion • Observation forms	• Principals • Teachers • Parents • Children • ASHA workers

In addition to directly interacting with children, we have also considered the perspectives of their caregivers and others living around them to understand and empathize with their understanding of the issues that are most important for them. Finally, we create a thematized collaborative narrative using this approach which incorporates quantitative data as well as qualitative interviews and other observations to identify lacunae in present policies and pinpoint possible improvements in the framework for children centric humanitarian aid.

3.2.2 Study locations

We surveyed the *five cities* identified by Save the Children based on their research. Within these cities, we selected the specific areas and samples for the survey on the following basis:

▪ Areas where Save the Children operates

▪ Exposure to *hazards* (low-lying areas, proximity to water bodies, etc.)

▪ *Vulnerability* of buildings and infrastructure (e.g. old school buildings or high-density areas)

▪ *Social characteristics* of the group include marginalized communities, disadvantaged groups, economically poorer sections

Through this process, we shortlisted *three locations per* city for a total of 15 locations across India where the survey would take place. These cities were selected through literature review, preliminary consultations with local key informants and consultation with Save the Children India before being finalized. Further, we used the *stratified random* sampling technique to identify the samples within these areas, to ensure representation of all relevant stakeholder groups as well as make the quantitative data collection methodology robust and the results unbiased. To draw the needs, challenges and risks faced by children in urban marginalised communities, we shortlisted the following five Indian cities:

1. Delhi (NCT)
2. Kolkata, West Bengal
3. Hyderabad, Andhra Pradesh
4. Patna, Bihar
5. Pune, Maharashtra

These cities are selected to draw the commonalities and variations in risks and responses that affect children across varied demographic, geo-climatic, socio-economic contexts.

Figure 6: Map of Indian Urban Locations Studied

Within these cities, the details of the communities selected for the primary survey (three from each city) are as follows:

Table 1: Communities Selected for Primary Survey

City	Area 1	Area 2	Area 3
Delhi	Yamuna Khaddar, East Delhi	Jahangirpuri, North Delhi	Mangolpuri, North-West Delhi
Hyderabad	Patel Nagar Colony, Central Hyderabad	Saroornagar, East Hyderabad	Hayathnagar, Banjara Colony, Greater Hyderabad
Patna	Banskothi in Digha, Eastern Patna	Mithapur in Ashok Market, Central Patna	Ketari Muhalla, Central Patna
Pune	Hingane, Western Pune	Erandwana near Sutardara, Southern Pune	Yerawada, Central Pune
Kolkata	Tiljala, South Kolkata	Maheshtala, Eastern Kolkata	Metiabruz, South-Western Kolkata

We also analysed the availability of disaster management plans for these cities and their respective states.

Across the city-level and state-level disaster management plans there is an absence of child-centric approaches or even specific child-based needs. While education departments and schools are covered under the departmental response and preparedness planning processes, these do not go into any details. Considering the challenges in making amendments in the planning approach and the plans themselves, the available openings can be used to leverage the flexibility and create space through the route of strategy, programming, and operational procedures.

The concerned departments of education and women and child welfare are potential points for a plug-in. Having said that, the efforts to influence the planning system and the plans themselves should also be initiated and sustained, with a longer-term perspective of bringing about this policy level change through advocacy.

The absence of a deliberate child-centred approach is seen from the fact that the Pune plan has only two references to children, one related to compensation and the other to

feeding bottles in relief camps. Kolkata's plan
also has two references, one in the context of
their vulnerability, and the other around
thermal comfort during first aid. Hyderabad's
plan considers children along with other
special vulnerable groups and highlights the
need for their requirements to be met during
relief and for training, without goings into
specifics. Delhi's

plan plan also has a hazard centric approach rather
than a vulnerability centric one, and children
are among the vulnerable groups to be
attended to during relief and preparedness
actions, without any specific actions
highlighted for them.

Table 2: Availability of Disaster Management Plans for Selected Areas

State	Disaster Management Plans	Availability Link	City	Disaster Management Plans	Availability Link
Bihar	Yes (2014)	http://bsdma.org/images/global/SDMP.pdf	Patna	No	
Telangana	Yes (2018)	available) oads.html	Hyderabad	No (Only Draft available)	https://directorateofevdm.ghmc.telangana.gov.in/downloads.html
West Bengal	Yes (2016)	http://wbdmd.gov.in/writereaddata/State_DM_Plan_2016.pdf	Kolkata	Yes (2020)	http://wbdmd.gov.in/writereaddata/uploaded/DP/DPKolkata71707.pdf
Maharashtra	Yes (2016)	https://rfd.maharashtra.gov.in/sites/default/files/DM%20Plan%20final_State.pdf	Pune	Yes (2015)	https://pmc.gov.in/sites/default/files/15-MARCH-2016-PUNE-PRESENTATION-REPORT-30.pdf
Delhi (NCT)	Yes (2016)	http://ddma.delhigovt.nic.in/wps/wcm/connect/DOIT_DM/dm/home/delhi+disaster+management++plan/ddma+plan			

To provide a clear understanding of the context of the study, we present a brief snapshot of the prominent issues, challenges, and details of every city here.

3.2.2.1 Delhi

Figure 7: Map of Communities Studied in Delhi
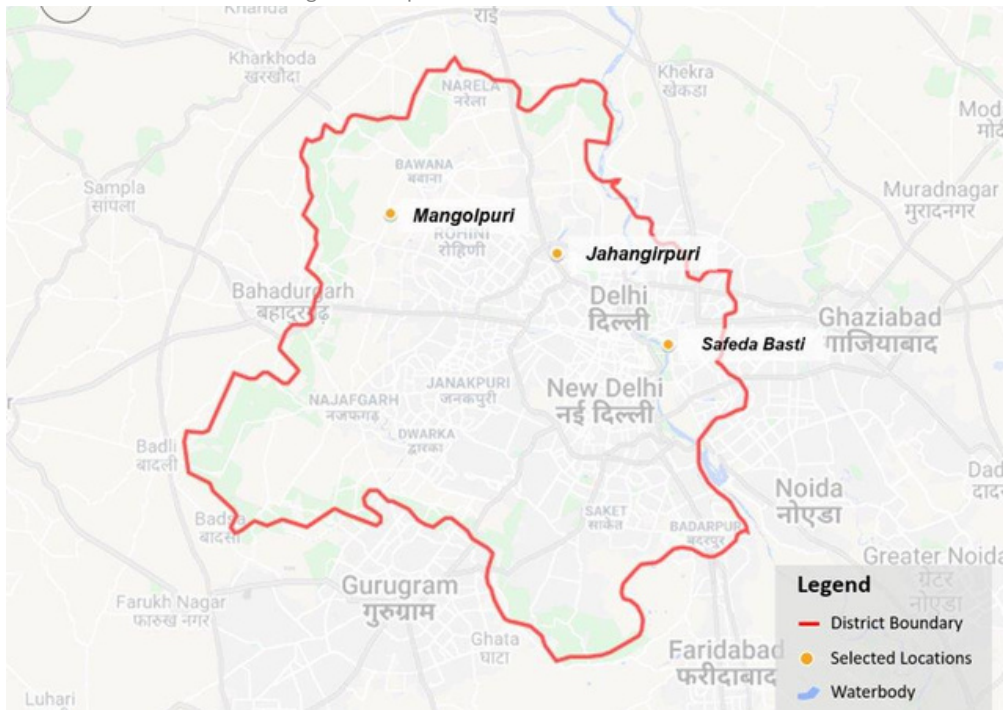
The city of Delhi in the National Capital Territory (NCT) of India has a population of over 11 million (according to the 2011 census). The physiography of Delhi is dominated by the river Yamuna, and the Aravalli range and hence is vulnerable to earthquakes, floods, fires, thunderstorms, in addition to other human-induced threats like epidemics, industrial accidents, road accidents, and terrorist attacks.

Delhi's vulnerability to earthquakes and floods is known and captured in the vulnerability mapping done for the city by the Building Materials and Technology Promotion Council, Government of India, under the Vulnerability Atlas of India. While all of Delhi falls in Zone IV, a high damage risk zone from earthquakes, various degrees of micro-zonation can be carried out to understand differential risk within the city. The changes, however, are more marked for flood risk, which arises from the River Yamuna, as well as the sub-basins that feed the Yamuna.

The communities selected for the study, Safeda Basti in East Delhi, Mangolpuri in North-West Delhi, and Jahangirpuri in North Delhi, are all low-income settlements that are prone to multiple risks. From the perspective of naturally triggered hazards, they lie in different flood zones of Delhi and though they haven't witnessed major flooding events in recent years, they see waterlogging frequently during the rains, which causes disruptions due to the inundation, problems with waste, and vector breeding. From the point of view of earthquakes, they all lie within Zone 4, a high damage risk zone, that is the setting of Delhi with its seven active fault lines. Other risks are related to the dense settlement pattern and its social construct, leading to fire, electrocution, heat and social risks.

Prominent Issues in Delhi

The issues emerging from the study areas in Delhi range from those of physical risk from hazards to social risks arising from lack of infrastructure and societal threats.

- Fire hazard

- Lack of washroom facilities

- Safety for women and children

- Kidnapping and eve-teasing

- Education disruption

▪ Poor road conditions and road accidents

Figure 8: Map of Communities Studied in Delhi
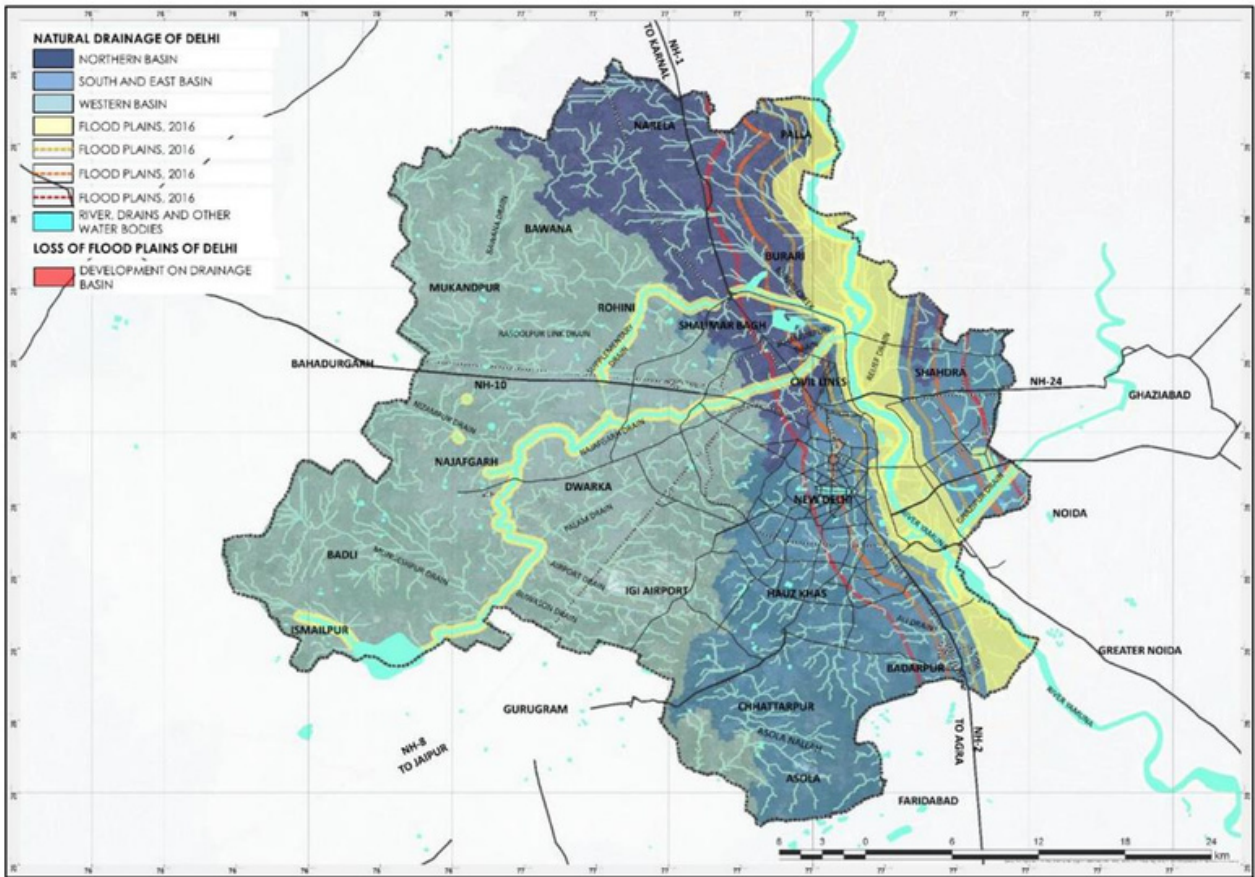
Source: School of Planning and Architecture, 2017

Table 3: Details of Communities Studied in Delhi

No.	Community	Distance from the centre	Population (approximate)	Category
1	Safeda Basti, Yamuna Khaddar, East Delhi	9.7 KM	3000	ST, OBC
2	Mangolpuri, North-West Delhi	17.5 KM	121800	Gen
3	Jahangirpuri, North Delhi	21.5 KM	99000	ST, OBC

Figure 9: Map and Photo from Communities Studied in Delhi

3.2.2.2 Kolkata

Kolkata, the state capital of West Bengal, is located on the eastern bank of the Hoogly river. According to the 2011 census, Kolkata is the seventh-most populous city in India, with a population of 4.5 million residents within city limits. Because of its location on the banks of the Hooghly river, Kolkata is one of the world's most flood-prone coastal cities in India. Overall, Kolkata is vulnerable to five types of hazards —earthquake, storm, storm surge, tsunami and river flood.

Two of the areas chosen for the primary surveys in the study, Metiabruz and Maheshtala, are close to the Levee area as identified in the Disaster Management Plan, and are thus more prone to flooding, waterlogging and related risks. Tiljala, the third location is away from the river but in the low-lying marsh lands, and thus prone to waterlogging concerns. All the settlements are on soft soils, prone to liquefaction, and are thus in moderate seismic risk zones. Risks from dense settlement patterns and social risks from informal and resource-strapped settings are prevalent in all three settlements.

Figure 10: Map of Communities Studied in Kolkata, along with Flood and Earthquake Maps
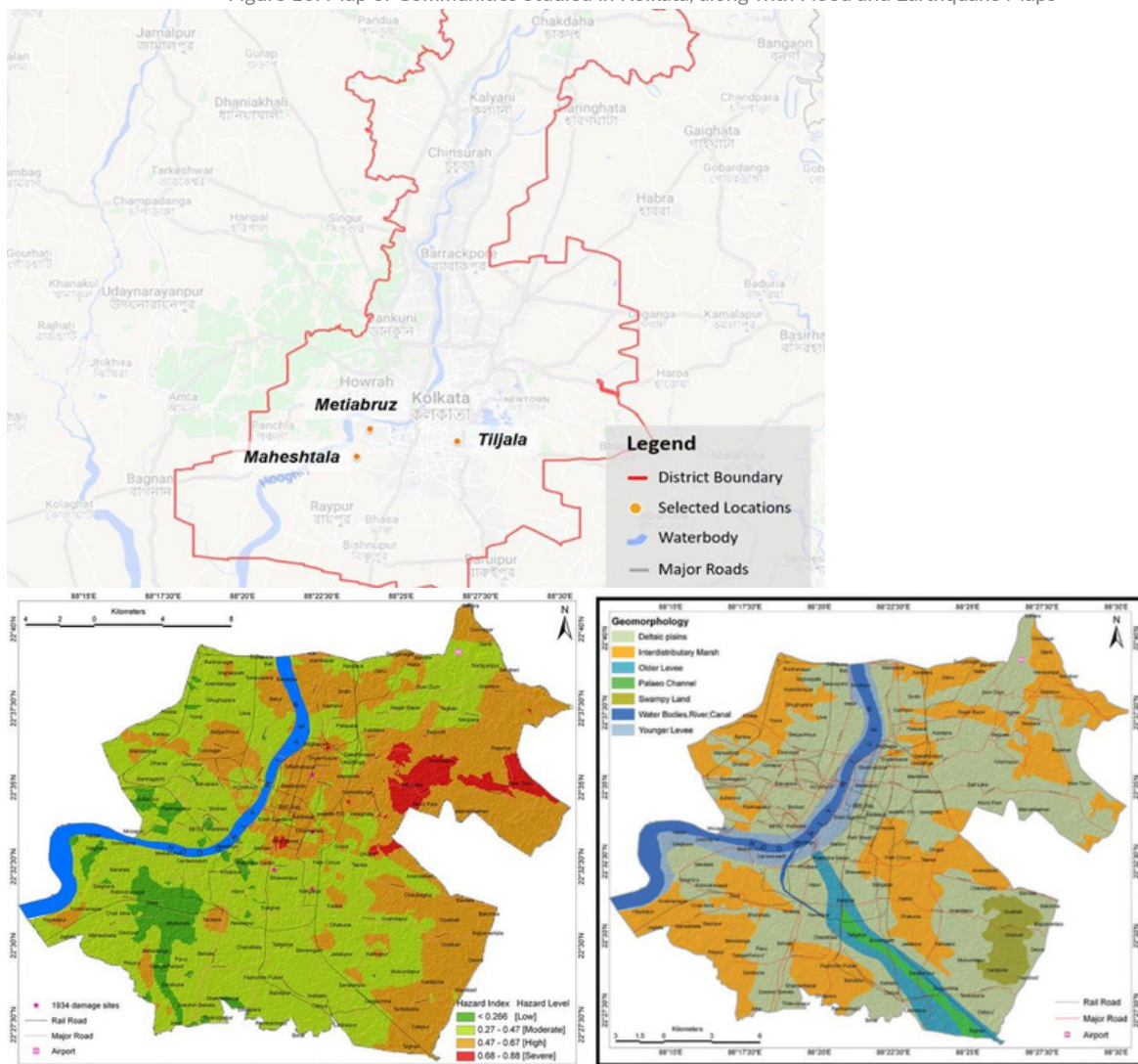
Geomorphological map indicating flood-prone areas: Geosciences Division, Ministry of Earth Sciences, as used in the Kolkata Disaster Management Plan

Prominent Issues in Kolkata	Peri-urban issues
▪ Loose electric wires	▪ Parents lost jobs in Covid
▪ Fire hazards	▪ Children faced depression as no outdoor games and lack of education
▪ Improper *garbage* disposal	▪ Children are also engaged in playing cards and other 'bad habits'
▪ Alcoholism in Maheshtala and Matiabaruz	
▪ Child labour in Tiljala	

Table 4: Details of Communities Studied in Kolkata

|		Distance from the centre	Population (approximate)	Category
1	Tiljala, South Kolkata	5.8 KM	37,500	GEN, SC
2	Metiabruz, South-Western Kolkata	11.6 KM	94,700	GEN, SC, OBC
3	Maheshtala, Eastern Kolkata	14.6 KM	4,00,000	GEN, SC

Figure 11: Map and Photo from Communities Studied in Hyderabad
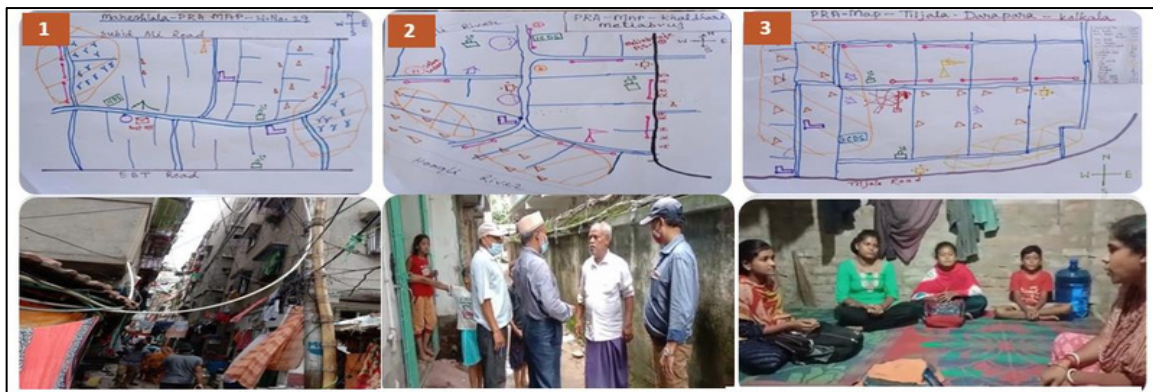
3.2.2.3 Hyderabad

Figure 12: Map of Communities Studied in Hyderabad along with Flood and Earthquake Risk Maps
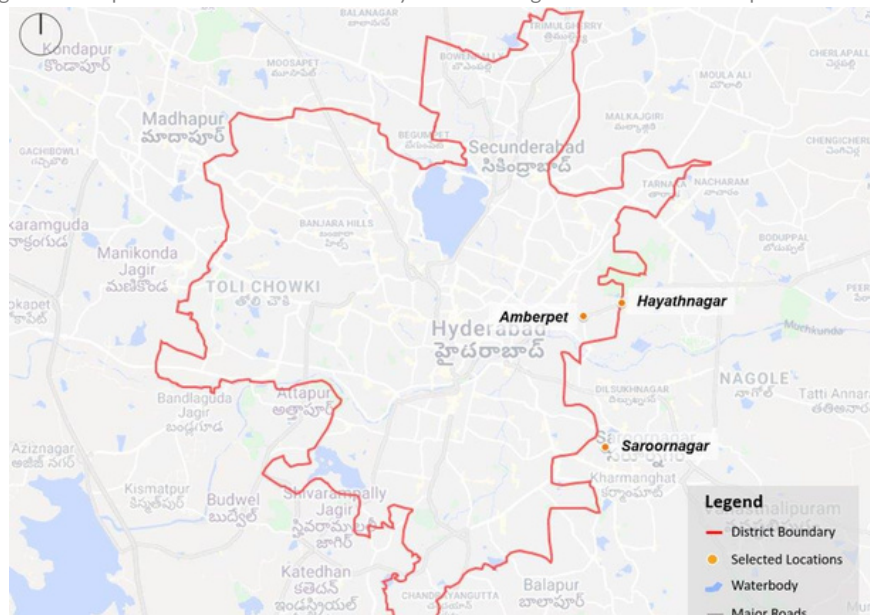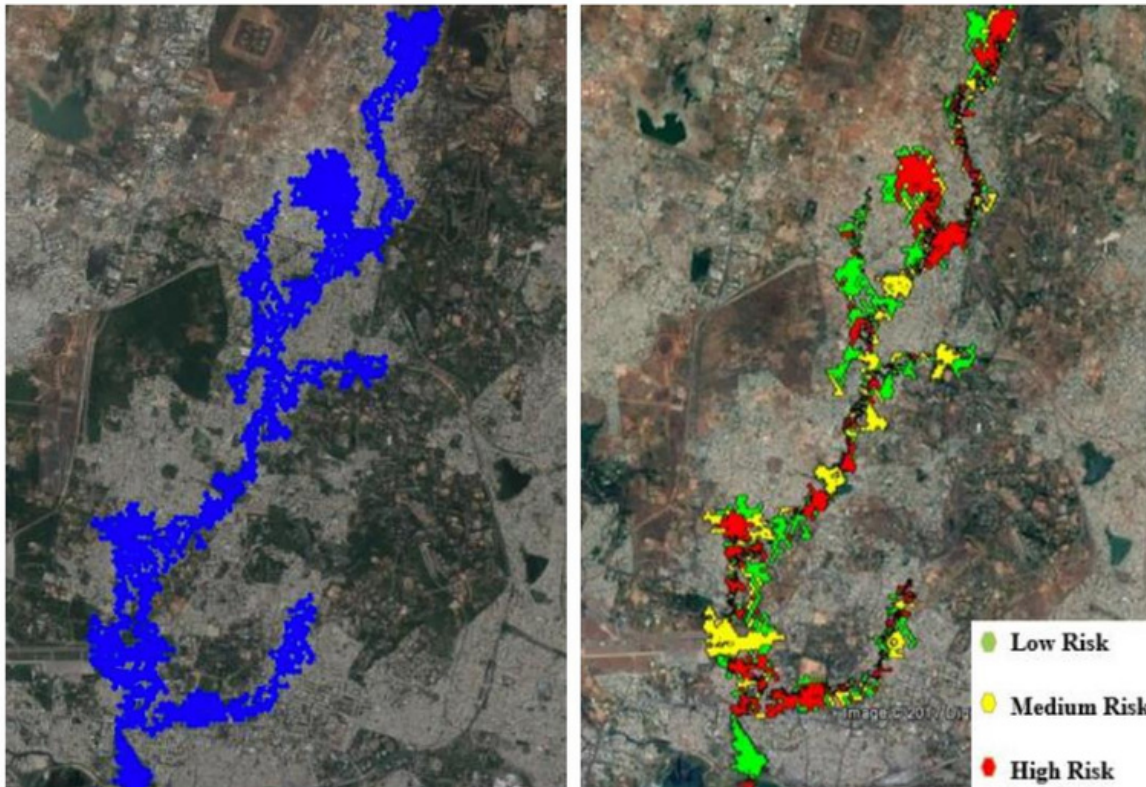
Source: Flood inundation (left) and risk (right) maps of Hyderabad. https://www.researchgate.net/publication/329042797_1D-2D_MODELING_OF_URBAN_FLOODS_AND_RISK_MAP_GENERATION_FOR_THE_PART_OF_HYDERABAD_CITY/fulltext/5bf2f1e5a6fdcc3a8de234d0/1D-2D-MODELING-OF-URBAN-FLOODS-AND-RISK-MAP-GENERATION-FOR-THE-PART-OF-HYDERABAD-CITY.pdf

The three sits selected in Hyderabad, Patel Nagar, Saroornagar and Hayathnagar are all located in the municipal boundary and away from the main water bodies and their catchment areas. However, they are prone to inundation induced by local waterlogging during the rains. The city falls in a moderate seismic risk zone but has experienced earthquakes in recent years that indicate the need for appropriate preparedness and risk reduction. The risk is not disaggregated at the micro-zonation level for the city and assumed equal for all the sites. Risks related to dense settlement patterns and associated social risks are prevalent in all the sites.

As of 2011, the Hyderabad urban agglomeration had a population of 7,749,334 making it the sixth most populated urban agglomeration in the country. The city experiences heavy rain during the monsoon season. Due to its unique topography of many undulations, rainwater flows to the low-lying areas rapidly resulting in inundation very quickly. Increasing population and indiscriminate growth in construction have worsened urban flooding in recent years.

Prominent Issues in Hyderabad:

- Flood evacuation is essential as the water reaches 5-10 feet

- The collapse of services such as Anganwadi and Asha exacerbates women's problems

- Children going to school face waterlogging

- In Covid, people lost work and livelihoods

- Education disruption due to closure of schools

Peri-urban issues

"Pregnant women face many issues. During floods, they often can't even get any support from Anganwadi and Asha workers." - **Saroornagar, East Hyderabad**

Table 5: Details of Communities Studied in Hyderabad

No.	Community	Distance from the centre	Population (approximate)	Category
1	Patel Nagar Colony, Amberpet, Central Hyderabad	4 KM	27800	GEN, SC
2	Saroornagar, East Hyderabad	8.3 KM	69400	GEN, SC, ST
3	Hayathnagar, Banjara Colony, Hyderabad	9.7 KM	35400	ST

Figure 13: Map and Photo from Communities Studied in Hyderabad


3.2.2.4 Patna

Patna, the capital city of the state of Bihar, is situated on the southern bank of the Ganges river. According to 2011 census data, Patna city had a population of 1,683,200 (before the expansion of the city limits). Floods are frequent in the city due to Ganga and its tributaries. Patna also lies in seismically active Zone-IV and is hence prone to earthquake hazards.

Figure 14: Map of Communities Studied in Patna along with District Flood Map
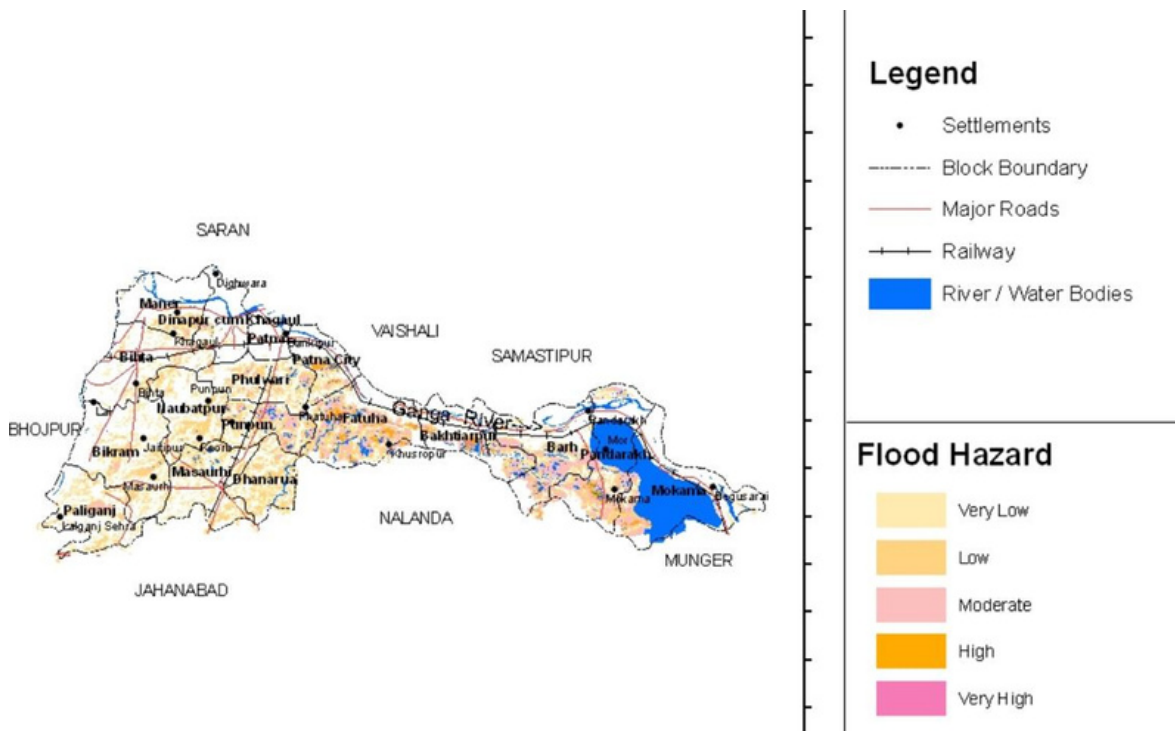
Two of the sites selected for the primary survey, Mithapur and Ketara Muhalla, are in low-income settlements in parts of the city away from the riverbanks, while the third site, Banskothi, is close to the river and thus in a more flood-prone situation and on softer soil. All of Patna falls in Seismic Zone IV, which is a high damage risk zone as per the vulnerability maps of India, and all settlements are on alluvial plains with liquefaction risk. All the three settlements are thus vulnerable to multiple hazards, and though the most commonly visible impact is localised waterlogging during the rains, and most referred risks are related to the densely built environment and social aspects, in the long run, preparedness efforts need to consider both low impact high probability as well as high impact low probability risks.

Prominent Issues in Patna

- *Flood and waterlogging,* particularly in kuchcha and semi-pakka housing

- *Lack of washroom facilities,* public toilets are a source of infection for women and children

- Loneliness and depression in children as they are confined at homes and disconnected from education

Prominent Issues in Peri-urban Slums

- No bathroom and drinking water facility in the school in Banaskothi and children need to go back home or use roadside tap water to drink.

Table 6: Details of Communities Studied in Patna

| No.	Community	Distance from the centre	Population (approximate)	Category
1	Mithapur, Central Patna	4.1 KM	1,000	SC
2	Ketari Muhalla, Central Patna	5 KM	4,500	SC
3	Banskothi, Eastern Patna	6.3 KM	7,100	OBC

3.2.2.5 Pune

Pune is the second-largest metropolitan city in Maharashtra and the eighth-most populous city in India. According to the Census of India (2011), the urban area had a combined population of 5.05 million whilst the population of the metropolitan region was estimated at 7.4 million. Pune lies very close to the seismically active Zone IV around Koyna Dam and hence lies at the risk of an earthquake. Besides that, floods and flash floods are regular events in Pune Metropolitan City limits with low to moderate impact. It is also prone to landslides as it is surrounded by hills. As the city is rapidly growing with an increasing density in population, epidemics are a threat.

Figure 16: Map of Communities Studied in Pune
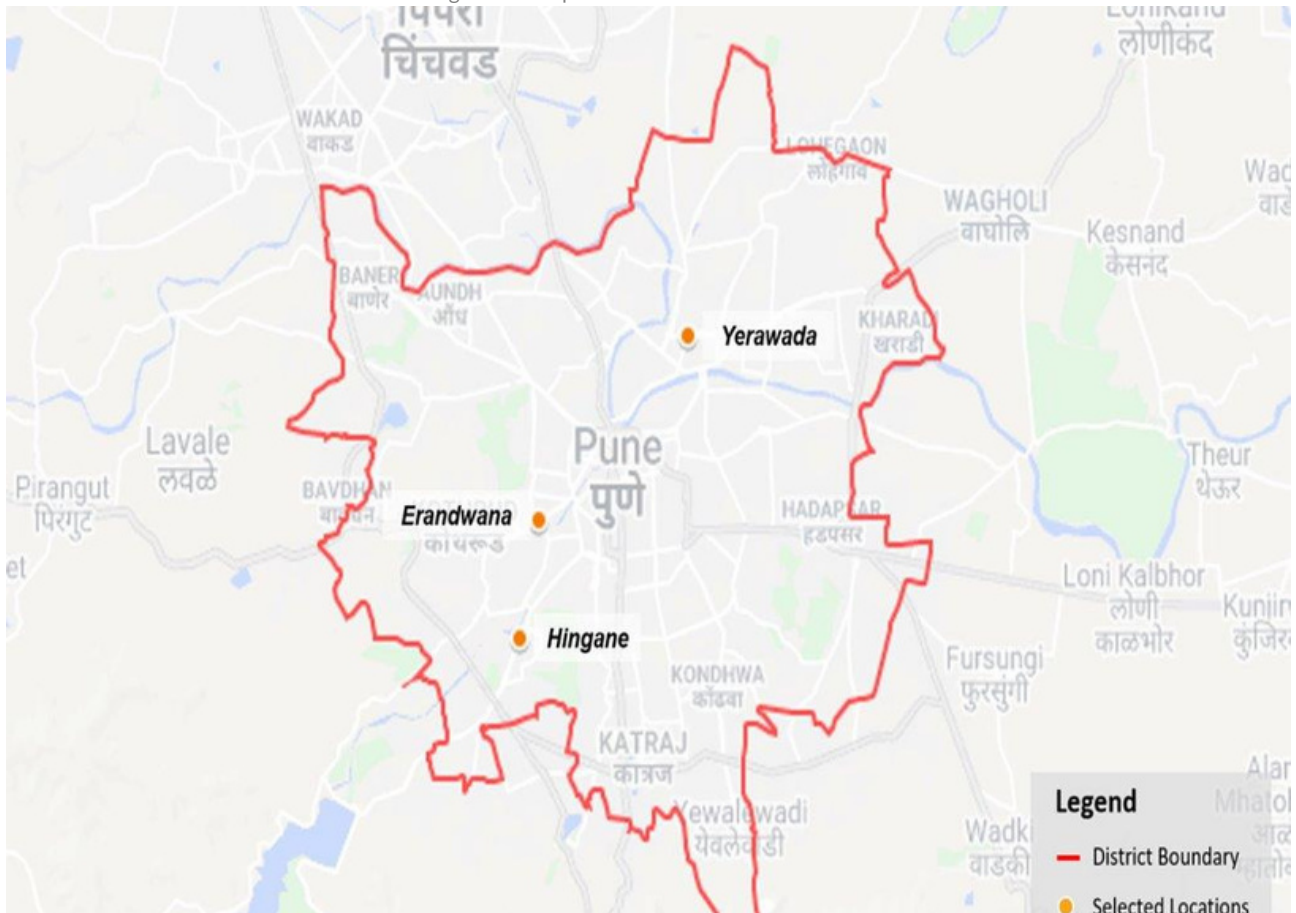
Prominent Issues in Pune

- Traffic congestions and road casualties

- High risks to children at the road as schools are distant

- Iron and other metals waste on roads

- Open electric wires

- Children addicted to phones and games

- Alcoholism and eve-teasing in the Hingane Khurd area

- Increased domestic violence

- Poorly constructed buildings are at risk of collapsing

Peri-urban issues

There are some alcohol shops near schools. So, often drunk people eve-tease us. Our parents worry a lot. That is why, most of the time, they come to school to pick us up.

- -School children at Hingane, Khurd area, Pune

Table 7: Details of Communities Studied in Pune

No.	Community	Distance from the centre (approximate)	Population (approximate)	Category
1	Erandwana near Sutardara, Southern Pune	4.7 KM	80,800	ST
2	Yerawada, Central Pune	6.4 KM	3,37,000	ST
3	Hingane, Western Pune	11.8 KM	2,42,500	ST, OBC

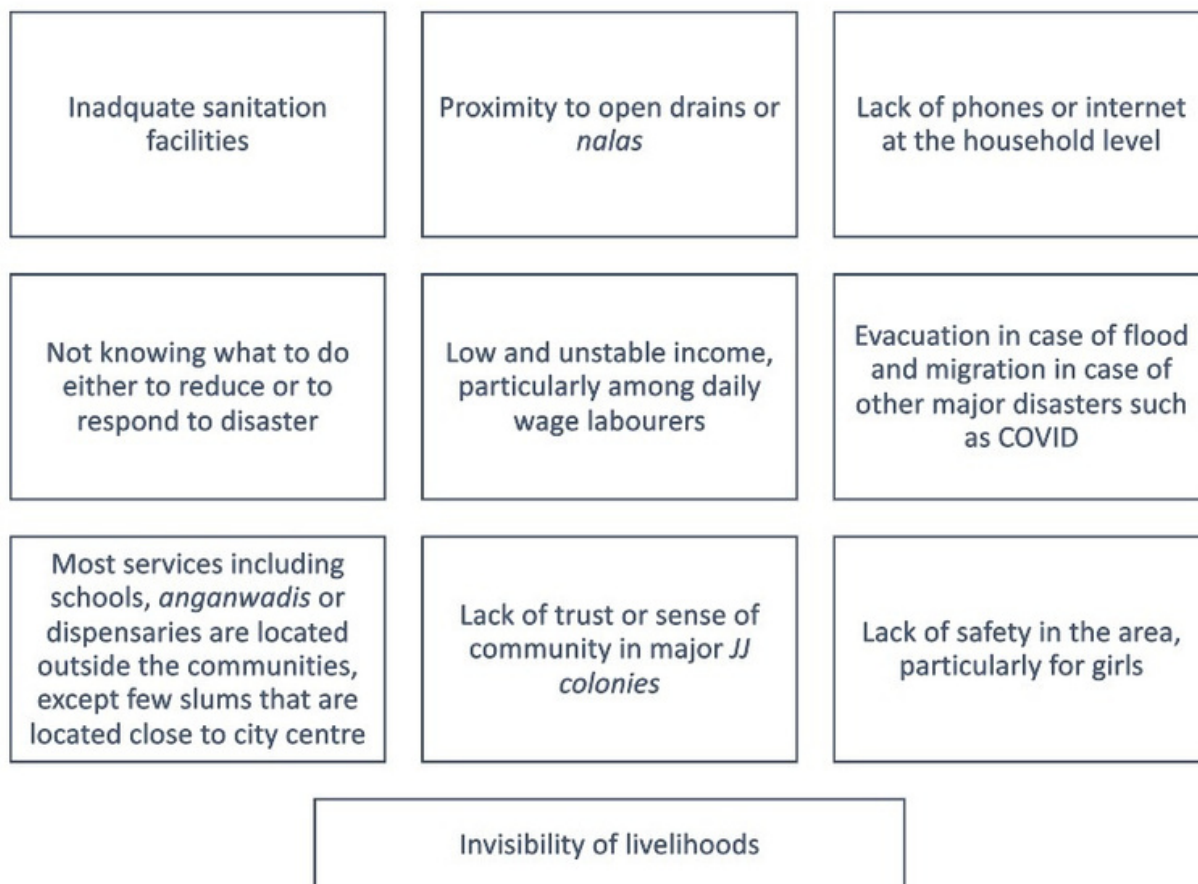Figure 17: Map and Photo from Communities Studied in Pune

3.2.2.6 Consistencies and Variations across Cities:

- *Geoclimatic conditio*ns and recent experiences impact risk perceptions (Hyderabad – floods; Pune – Covid; Kolkata – waterlogging)

- *Built environment* influences human-induced risks, and particular risks of sanitation and water impacted during floods and waterlogging (Delhi, Kolkata and Patna – fire; Pune – Covid and Waste)

- *Socio-economic* profiles are similar, but variations in nature of risks (Delhi and Pune – social risks; Hyderabad and Patna – lack basic services; Kolkata – economic concerns)

- *Institutional* and governance systems of Delhi most complex (central and state governments), followed by Kolkata, Hyderabad, Patna and finally Pune (not a capital)

The following factors contribute to community members' vulnerability:

Inadquate sanitation facilities	Proximity to open drains or *nalas*	Lack of phones or internet at the household level
Not knowing what to do either to reduce or to respond to disaster	Low and unstable income, particularly among daily wage labourers	Evacuation in case of flood and migration in case of other major disasters such as COVID
Most services including schools, *anganwadis* or dispensaries are located outside the communities, except few slums that are located close to city centre	Lack of trust or sense of community in major *JJ colonies*	Lack of safety in the area, particularly for girls

Invisibility of livelihoods

Community members participating in PRA mapping in Delhi

3.3 Data collection

This section details the various types of data collection processes undertaken for the research. We carried out an extensive literature review for secondary data, and primary data collection through key informant interviews, participatory rapid appraisals such as focus group discussions, PRA mapping, and transect walks.

3.3.1 Literature Review

The first step of data collection was conducting in-depth desktop research through reviewing various research papers, reports, and policy documents. We studied and analysed over 50 documents ranging from policy briefs to research projects. The documents were shortlisted using online research, with a focus on reviewing key government documents such as central statistical reports, disaster management plans, and other policy documents. We also studied documents that had been referred to in past judgements of the Supreme Court to seek important literature that has influenced decision-making in the past. Lastly, we referred to various documents suggested by key informants and experts to gain a holistic understanding of the matter at hand. The kinds of documents studied can broadly be categorized as follows:

- Children and Disasters (Children at risk in Urban Settings; Vulnerability and Children, Disaster Response, Disaster Recovery, Disaster Management Capacity, Children with Disabilities, Disaster Risk Reduction)

- Legal and Policy Instruments (National Disaster Management Act, National School Safety Policy, Ahmedabad Action Agenda on School Safety, National Disaster Management Plan, State Plans etc.)

- Global Frameworks (Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, New Urban Agenda, Paris Agreement, UNDRR's Comprehensive School Safety Framework, Red Cross Model, approaches used by various NGOs)

- International and national good practices (institutional, programmatic, assessment, monitoring, participation and innovative tools through a series of 20 case studies)

3.3.2 Primary data collection for the study

After an extensive literature review for the selected study, we approached various agencies and stakeholders involved in humanitarian relief and generally working towards long-term recovery and resilience building in disaster-affected areas. This included various government agencies, state disaster management authorities, district education officers, NITI Aayog, and other planning commissions of the government. In addition, we also contacted experts and international organizations like the World Bank, UNICEF, International NGOs, and the United Nations Office for Disaster Risk Reduction wherever needed. To carry out the study, we contacted an organization involved in engaging with the shortlisted communities in each of the five cities to tap into their knowledge of local realities and previous field work experience. We shortlisted key informants within the local organizations, who were tasked with facilitating access for field research, locating community members and children, contacting other stakeholders, and generally acting as a catalyst for the data collection.

Figure 19: Primary Data Collection Levels
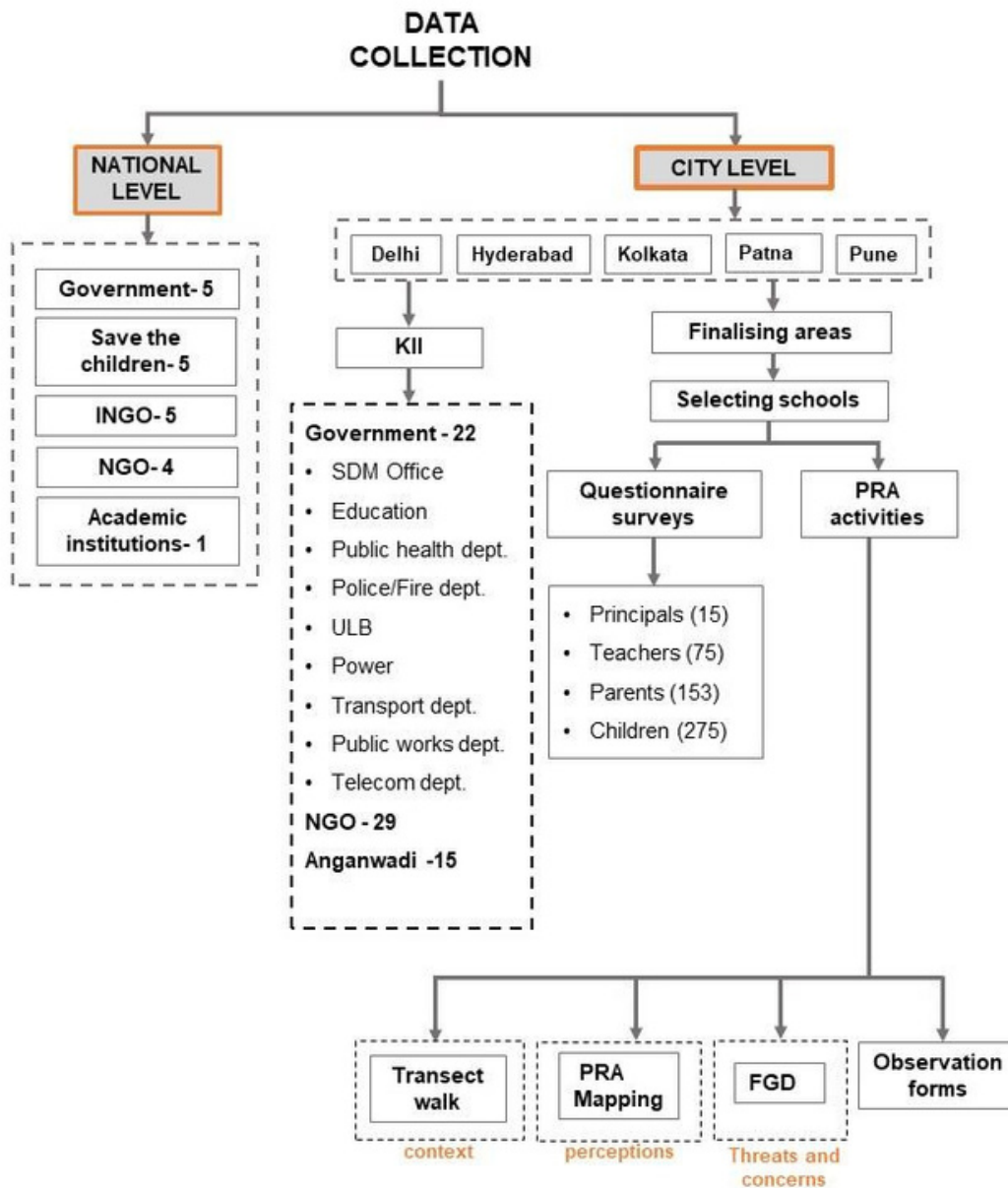
We set out a target number of surveys before the study to achieve a sample size large enough to provide actionable, reliable insights. As is presented in Graph 1, we achieved our targets concerning the survey sample across all demographics, giving us a large dataset with information on a significant variety of topics. Observation forms were filled exclusively offline, while online methods had to be employed for focus group discussions, transect walks, and community mapping. The data collection was intentionally extensive to ensure that the key topics suggested by the advisory committee are included in the survey. Stop checks and back checks were also conducted for 9 per cent of the sample to ensure data quality. Surveyors submitted data using the Kobo Toolbox application, for which we provided technical orientation and training before the data collection to ensure smooth functioning.
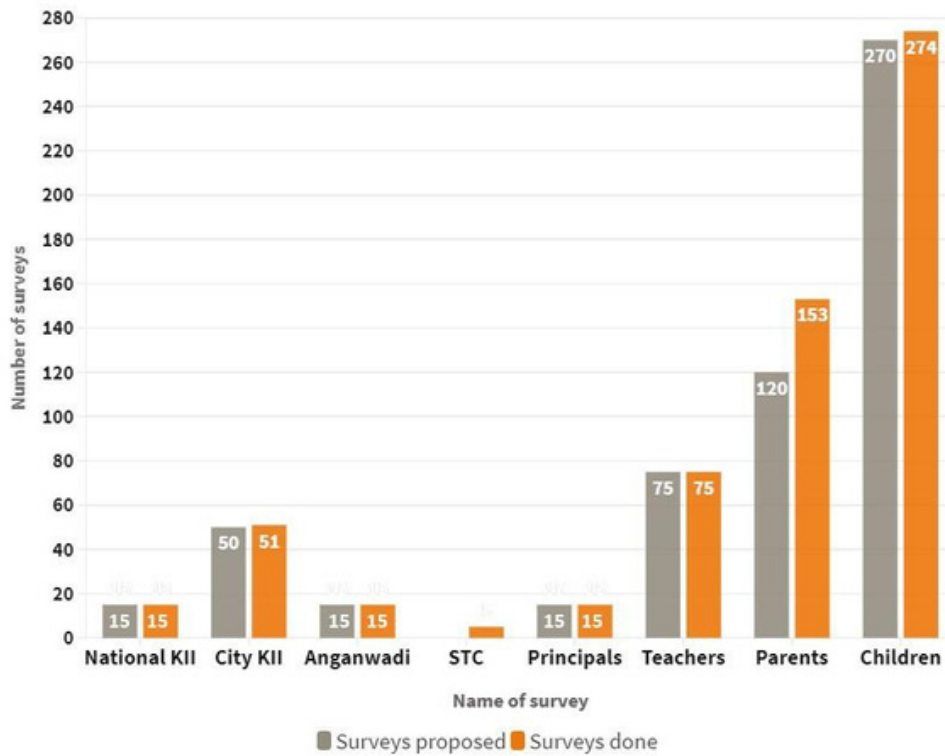
N values: Principals- 15, Save the children-5, Anganwadi- 15, National KII- 15
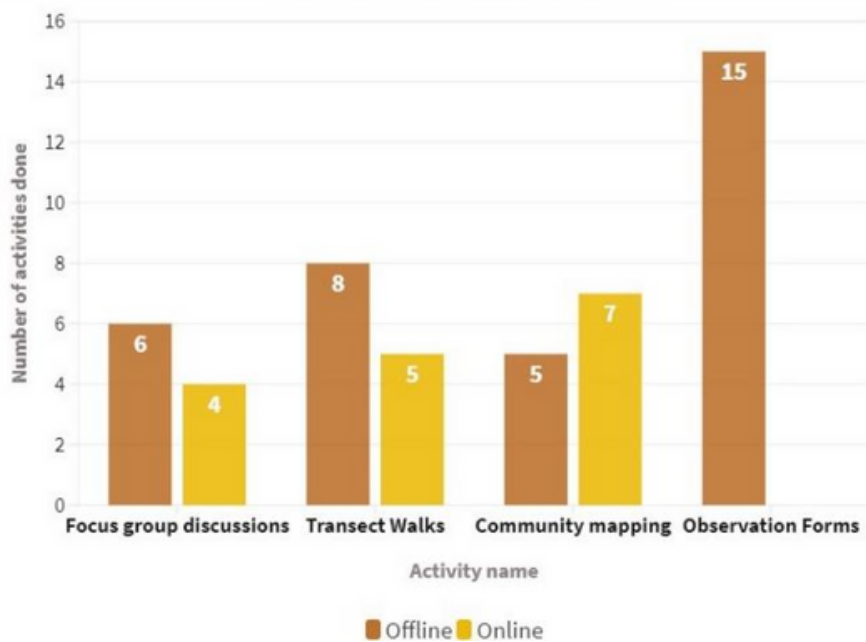
N values: FGD=10, Transect walk= 13, Community mapping= 12, Observation forms= 15

Once the data was collected, we carried out data cleaning and processing to make it amenable for further analysis using SPSS and Atlas.ti. In SPSS, Principal Component Analysis was used as a data reduction tool for the datasets with responses from parents and children to identify patterns of correlation between various factors.

The data showed 2 components with sufficiently high eigenvalues which were considered for the study. The first factor had a significant correlation between different sources of hazard information, indicating some

kind of hazard awareness, and the second component had significant correlations for age, class, and climate change.

Besides this, cross-tabulations were conducted to decipher patterns based on different characteristics like city, locality, gender, age, and class. For the parent's survey as well, cross-tabulations were carried out to understand the primary concerns caregivers have regarding children's well-being, their perception of risky and safe spaces in each locality for their children, help received from various NGOs and the government, and awareness of innovations in disaster response.

The themes analysed for the children's survey included understanding the perceived intensities of different hazards by children, and their knowledge, support system, threats, and emotional state during disasters. The data was also assessed in Atlas.ti to figure out the dominant emotions and concerns of children.

3.3.2.1 Sampling

The sampling technique chosen for the research study was stratified random sampling. The rationale for choosing this sampling technique was to identify key stratification identifiers like age, class, gender and get a sample that appropriately represents each demographic. The areas for probing and selecting samples were shortlisted based on secondary research and consultations with stakeholders.

This process helped ensure that the research was guided by external expertise and random sampling and is not reflective of underlying biases held by the researcher. The children shortlisted for the study were from the most vulnerable communities which are most severely impacted during any disaster or hazard.

3.3.2.2 Key Informant Interviews

Key informant interviews were utilized to gather inputs from various government officials and experts to help understand the context, challenges, opportunities, possible innovations, and priorities for children-centric disaster management. We conducted 10 such interviews in every city with 5 NGOs and 5

city-level officials from the departments mentioned below.

1. Five NGOs working with children or disaster response in the city
2. State disaster management office
3. Education
4. Public health department
5. Police/Fire department (search & rescue function)
6. Municipal Corporation
7. Power
8. Transport
9. Public works department
10. Telecom

Therefore, a total of 50 interviews were held for various city-level informants across the country. The mode of conducting these interviews depended on the prevalent COVID regulations in the city, as some places were amenable to offline interviews, while we had to resort to online interviews in others. The facilitators used the prepared thematic questionnaire for the interviews and submitted the collected data through the Kobo toolbox. The interviews were also recorded for reference based on the interviewees' prior consent.

3.3.2.3 Questionnaire Survey

A key part of the data collection process, especially crucial for quantitative analysis, was carrying out a survey using a carefully prepared questionnaire for various demographic groups including school principals, schoolteachers, parents, ASHA workers, and the children themselves. A total of 105 participants were interviewed in each city, for a total of 525 responses.

Further, in every city, the 105 participants were divided equally across the three areas with 34 respondents from every area to make up for 102 responses. In addition, 3 ASHA workers from a shortlisted ICDS centre in the city were interviewed to bring the sample for every city to 105. Among the 34 participants, the sample size was allocated as follows:

- 1 Principal and 5 Teachers

- 10 parents (5 male and 5 female parents of children below 8 years of age)

- 18 children (6 children each from three age groups):

- Students aged 8-11: 6 participants – equally split by gender
- Students aged 12-15: 6 participants – equally split by gender
- Students aged 16-18: 6 participants – equally split by gender

- Wherever possible, we tried to interview children with disabilities

As detailed, the total sample for the questionnaire survey was 525 participants across the five cities. The surveys were conducted through a mix of online and offline modes, depending on the COVID related rules and regulations in the city. The facilitators utilized the prepared questionnaires for the survey and submitted the data to the Kobo toolbox. The activities were recorded based on the interviewees' prior permission while filling out a consent form.

5.3.2.4 Participatory Rapid Appraisal with Community Groups

The next level of data collection was conducted through Participatory Rapid Appraisal (PRA) with Community Groups. The three tools used for PRA included Transect Walks, PRA Mapping and Focus Group Discussions.

1. Transect walk: Transect walks were undertaken with 4-5 local community members from each area of the city, to help understand the community better in terms of context, topography, built and natural environment, existing risks, stressors that could trigger risk factors, or make the community more vulnerable during an emergency. Digital tools such as the Mapillary app were used.

Besides that, in a more traditional transect walk method, participants contributed to the activity by providing physically constructed maps. Along with the exercise, the facilitators conducted a discussion with the community members based on questions provided by the researchers. Every shortlisted community had one transect walk, bringing it to a total of 3 transect walks in each city, and a total of 15 walks.

Figure 20: Transect Walks

Geotagged images of the areas surveyed were captured using the Mapillary app during physical walks. Some surveyors also utilized Google Earth to digitize the transect walks in the surveyed areas.

2. PRA Mapping: This exercise was done to understand how the local community perceives its context, risks, resources, child safety, disaster response history, gaps, and potential.

10-15 people from the community participated in the activity, with a total of 3 PRA mappings conducted in each city. Most of the PRA mappings were conducted physically, wherein facilitators conducted a discussion based on provided questions with the community members. However, COVID restrictions did force us to resort to the online method for some mappings. A few images from the offline PRA mappings have been attached below for reference.

3. Focus Group Discussion: This tool was used to gather a detailed understanding of day-to-day stressors, hazards, threats, and other factors that result in concerns of safety of various stakeholders and community members, parents, youth groups, and children. These were designed to be open-ended to allow for detailed conversations.

The questionnaire used was an open-ended semi-structured questionnaire schedule to allow for the necessary flexibility in responses.

In each shortlisted area of the city, we aimed to conduct one FGD with 30 participants including 10 teachers, 10

parents, and 10 children. However, depending on the circumstances, including COVID restrictions, and availability of people in the area, multiple FGDs were conducted with smaller groups. The FGDs were conducted both in online and offline mode, depending upon the COVID regulation in the city. The facilitators conducted a discussion based on provided questions with the participants. The aim of conducting these FGDs is to incorporate the views of various stakeholders and explore the collective understanding of the respondents about childcare, children's safety, and the implementation mechanism of the same on the ground. The views of the respondents would be recorded and transcribed for qualitative data analysis. We have attached pictures from both modes of focus group discussions below. The pictures for the online mode are screen grabs from the online video-conferencing platform Google Meet.

Further details on the focus group discussions conducted in every city have been attached below. COVID restrictions meant that FGDs generally had to be conducted with smaller groups to account for social distancing norms. Nonetheless, we managed to get a fairly large sample for every area by conducting 3 FGDs per community to get a significant number of FGD participants for every community.

The conditions in Patna and Delhi were

conducive to offline functioning, and consequently, we conducted all the Focus Group Discussions in these cities physically.

The discussions in Kolkata and Pune were a mix of offline and online, with one FGD in Kolkata and two in Pune being conducted online over Google Meet, and the rest offline. Hyderabad also witnessed a mix of the two methods as two discussions were conducted using the video-conferencing platform 'Zoom', and another one was conducted through a combination of physical interaction and telephonic conversations.

Focus Group Discussions, Delhi

Table 8: Details of Focus Group Discussions in Delhi

Areas in the city		FGDs	Mode of FGD	Total Participants
Area 1: Yamuna Khaddar and Safeda Basti	EDMC Vishwakarma Park School, RSBV Lake Khurenja School	3 FGDs with smaller groups	Offline	Teacher: 10, 35 Children: 15, Parents: 10
Area 2: Jahangirpuri	NDMC Primary School C-Block Jahangirpuri	3 FGDs with smaller groups	Offline	Teacher: 05, 27 Children: 10, Parents: 12

Area 3: Mangolpuri	Government Sarvodaya Bal Vidyalaya U Block 4.	2 FGDs with smaller groups	Offline	30	Teacher: 10, Children: 10, Parents: 10

Table 9: Details of Focus Group Discussions in Kolkata

Focus Group Discussions, Kolkata				
Areas in the city		FGDs	Mode of FGD	Total Participants
Area 1: Tiljala	DR. B.R AMBEDKAR VIDYALAYA	3 FGDs with smaller groups	Online (Google Meet)	Teacher: 10, 30 Children: 10, Parents: 10
Area 2: Maheshtala	GOLAM HOSEN MEMORIAL F.P SCHOOL	2 FGDs with smaller groups	Offline	Teacher: 10, 30 Children: 10, Parents: 10
Area 3: Matiabaruz	KHALDHARI SK RAIHAN ALI SMRITI MADRASHA	3 FGDs with smaller groups	Offline	Teacher: 10, 30 Children: 10, Parents: 10

Table 10: Details of Focus Group Discussions in Hyderabad

Focus Group Discussions, Patna				
Areas in the city		FGDs	Mode of FGD	Total Participants
Area 1: Haythnagar, Banjaracolony	Sri Chantyana High School	2 FGDs with smaller groups	Online (zoom)	21 Teacher: 5, Children: 10, Parents: 6
Area 2: Patel Nagar Colony, Amberpet	Sarswathi Vidyanikethan	2 FGDs with smaller groups	Online (zoom)	21 Teacher: 4, Children: 10, Parents: 7
Area 3: Dharampur Colony, Saronagar	Darmapuri colony St. Mary's school	4 FGDs with smaller groups	Telephonic and Offline	24 Teacher: 4, Children: 12, Parents: 8

Table 11: Details of Focus Group Discussions in Patna

Focus Group Discussions, Patna				
Areas in the city		FGDs	Mode of FGD	Total Participants
Area 1: Banskothi	Bajidpur High school	3 FGDs with smaller groups	Offline	Teacher: 10, 30 Children: 10, Parents: 10
Area 2: Kamala Nehru	Milan Boys School	3 FGDs with smaller groups	Offline	Teacher: 10, 30 Children: 10, Parents: 10
Area 3: Ketari Muhalla	Milan Boys Middle school (Evening)	3 FGDs with smaller groups	Offline	Teacher: 10, 30 Children: 10, Parents: 10

Table 12: Details of Focus Group Discussions in Pune

Focus Group Discussions, Patna				
Areas in the city		FGDs	Mode of FGD	Total Participants
Area 1: Karvenagar	PANDIT DINDAYAL VIDYALAY	4 FGDs with smaller groups	Online (Google Meet)	Teacher: 06, 29 Children: 11, Parents: 12
Area 2: Hingane Khurd	HANUMANTRAO JAGTAP SCHOOL	3 FGDs with smaller groups	Online (Google Meet)	Teacher: 05, 29 Children: 17, Parents: 07
Area 3: Yerwada	DR BABASHEB AMBEDKAR SCHOOL	4 FGDs with smaller groups	Offline	Teacher: 05, 20 Children: 11, Parents: 04

3.3.2.5 Observation Forms

During the field surveys, we also observed the communities and their various members. This included extensive notes about the activities and experiences of boys and girls of all age groups, pregnant and lactating women, adolescents, school and non-school going children, children's behaviour and interactions in streets, parents, local NGOs, women, and observations about the activities of youth networks in the community.

3.3.2.6 Further Details on Data Collection

To be consistently updated about the progress of the data collection process, we adopted a series of measures including creating a dashboard for tracking city-wise data collection. These dashboards were being continuously updated to track the live status of data collection and submission from the field in various cities. This allowed the researchers to stay up to date with the progress across cities and also monitor and address any challenges to data collection that arose in these cities.

The raw data was collected through the Kobo ToolBox to organize the data into one platform. Further, the collected raw data was pruned and organised according to the requirements of the data analysis process. This made data analysis more efficient by reducing reduced delays that can occur due to the time that is taken for data cleaning and processing. In the next subsection, we discuss some of the quick snapshot results from the data analysis before moving on to a more thematic analysis of the various research questions and objectives in the next chapter.

3.4 Data analysis

This section provides a summary of the data analysis procedure, as well as a few snapshots of the observed results. These are broad summary results for the entire dataset. Essentially, this section just presents large ideas that popped up from the surveys which we present here before moving onto a more specific analysis of the research questions and objectives in the next chapter.

3.4.1 Quantitative Analysis

- Data reduction was done using component analysis to evaluate the existence of any prominent correlations and find patterns of correlations in the data.

- This process was conducted for both the *parent's survey* as well as the *children's survey*, as these two were the datasets with the largest sample size which allowed for reliable principal component analysis.

- Apart from the data reduction, cross-tabulations were conducted to decipher patterns of correlation based on characteristics like city, locality, gender, age, and class.

- For the parent's survey, cross-tabulations were done to understand the primary concerns regarding children, their perception of risky and safe spaces in each locality for their children, the help they had received from NGOs and government in the past, and awareness of innovations for disaster response and management.

- For children's survey, it was done to understand the perceived intensities of different hazards by children, and their knowledge, support systems, threats, and emotional state during disasters.

Figure 21: Cross-Tabulation of Parents Gender and Concerns for Education/Safety

Gender * Education/future Crosstabulation

Count

		Education/future		Total
		No	yes	
Gender	Female	22	54	76
	Male	37	40	77
Total		59	94	153

Gender * Safety/well being Crosstabulation

Count

		Safety/well being		Total
		No	yes	
Gender	Female	57	19	76
	Male	48	29	77
Total		105	48	153

- From cross-tabulations, we observe female parents were more likely to be concerned about the education of their children than males, but males display a higher degree of concern for safety and well-being.

- From cross-tabulations for data across the five cities study, we observe that Delhi's and Kolkata's residents have the highest level of concern when it comes to vulnerability to earthquakes, while the other three cities are largely not concerned about earthquakes.

- Concerning flooding, all cities have high to very high levels of risk perception. The two cities where a majority of the population reports concerns about flooding are Pune and Hyderabad. Pune has the highest number of people reporting very high levels of concern (9) and the second-highest number of people reporting high levels of concern (23), accounting for almost 60% of respondents from the city.

- Only one respondent in Hyderabad reported very high levels of concern but 26 respondents reported high levels, meaning 50% of the city's respondents had at least a high level of concern when it came to the city's vulnerability to flooding. Kolkata's results are perhaps

- surprising given that it is the only coastal city studied, yet its perceived flooding risk is lower than Pune and Hyderabad.

Figure 22: Cross-Tabulation of Perception of Earthquake and Flooding Risk by Cities

City * Earthquake Crosstabulation

		Don't Know	Very Low	Low	Medium	High	Very High	Not answered
City	Delhi	7	14	12	10	12	3	0
	Hyderabad	1	4	34	10	0	0	5
	Kolkata	14	10	9	9	3	7	3
	Patna	0	21	16	9	4	0	4
	Pune	6	45	3	0	0	0	0
Total		28	94	74	38	19	10	12

City * Flooding Crosstabulation

		Don't Know	Very Low	Low	Medium	High	Very High	
City	Delhi	5	16	10	12	9	6	58
	Hyderabad	0	0	11	16	26	1	54
	Kolkata	11	4	9	17	8	6	55
	Patna	1	5	21	19	8	0	54
	Pune	4	10	1	7	23	9	54
Total		21	35	52	71	74	22	275

Graph 3: Component Plot for Parents' Survey

Scree Plot
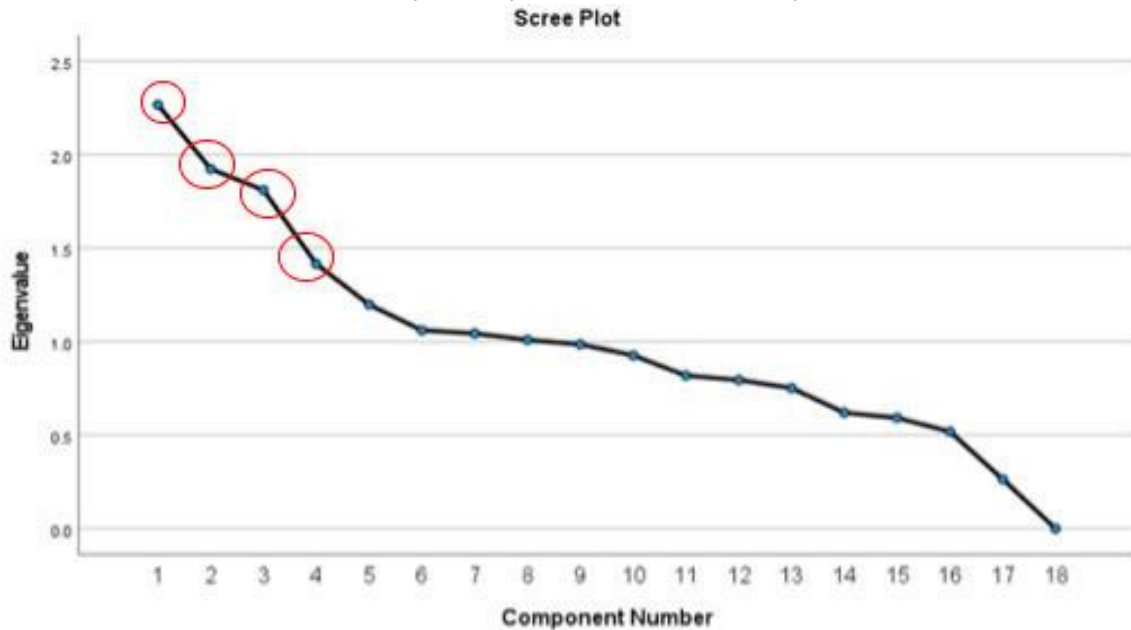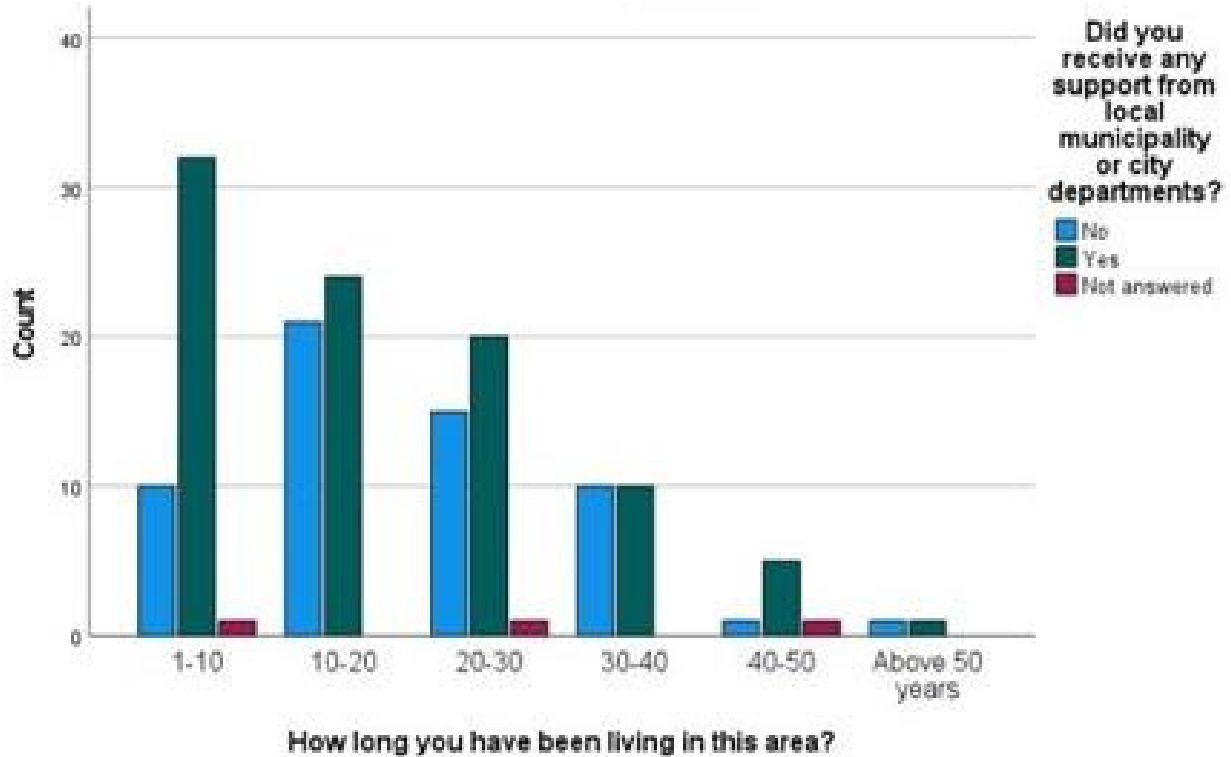
N=153 (Parents survey)

3.4.1.1 Quantitative Results from Parents' Survey

- For the parents' survey, the first component showed a strong correlation between the perception of the safety of children at school, satisfaction with the safety measures undertaken, and concerns about education. This reflects those parents who are more concerned about things like children's education are also more likely to be concerned about their safety and other aspects of their well-being.

- Other strong correlations were observed between gender, education, and safety.

- An interesting finding from the analysis was the emergence of a pattern between the number of years the parents had stayed in the locality and their response to whether they had received any help from various *Urban Local Bodies* like local municipalities or other city departments. Interestingly, individuals who had lived for longer durations in a particular area were less likely to report having received some help from these bodies, than those who had resided for a shorter duration in the locality.

Figure 23: Snapshot of Component Matrix for Parents' Survey

|		1	2	3	4	5	6	7	8
3	Gender	-0.017	0.134	0.517	0.175	-0.414	0.022	0.353	0.014
4	Family size	0.421	-0.172	0.106	0.138	-0.554	0.044	0.031	-0.068
5	Age group	0.021	-0.053	-0.189	-0.264	0.360	0.255	-0.028	-0.599
6	Education/future	0.548	-0.272	-0.567	-0.074	-0.049	0.015	0.191	0.001
7	Safety/well being	-0.178	-0.232	0.738	0.177	0.249	-0.113	-0.272	-0.060
8	career/job	0.100	-0.106	-0.145	-0.136	-0.365	0.218	-0.226	-0.012
9	health	-0.044	-0.076	0.156	-0.187	0.248	-0.483	0.622	0.093
10	character/behaviour	-0.062	0.111	-0.360	0.577	0.296	0.050	0.063	-0.012
11	nothing	-0.444	0.533	-0.043	-0.297	-0.236	-0.034	-0.101	0.006
12	Where do you find your children to be most at risk?	0.025	-0.048	-0.136	-0.133	0.241	0.161	-0.172	0.781
13	Where do you find your children most	-0.089	0.026	0.153	-0.008	0.024	0.733	0.452	0.125
14	How would you rank safety of your children at school?	0.700	0.641	0.237	-0.021	0.170	0.041	-0.044	-0.005
15	How satisfied are you with the school response to the hazards?	0.699	0.643	0.237	-0.022	0.171	0.041	-0.044	-0.005
16	How long you have been living in this area?	0.257	-0.200	0.079	0.626	-0.057	-0.037	-0.203	0.037

3.4.1.2 Quantitative Results from Children's Survey

- In the children's data, we observe a strong correlation was observed between the children's class, age, and knowledge about climate change. This is understandable given that older children and those coming from more affluent households are more likely to have more knowledge about climate change.

- We also observe that children who report that they received more support from fathers were also more likely to have themselves provided any support to others.

- Further cross-tabulations also reveal that children who were supported by their fathers were also more likely to have provided support to others.

Graph 5: Component Plot for Children's Survey

Scree Plot
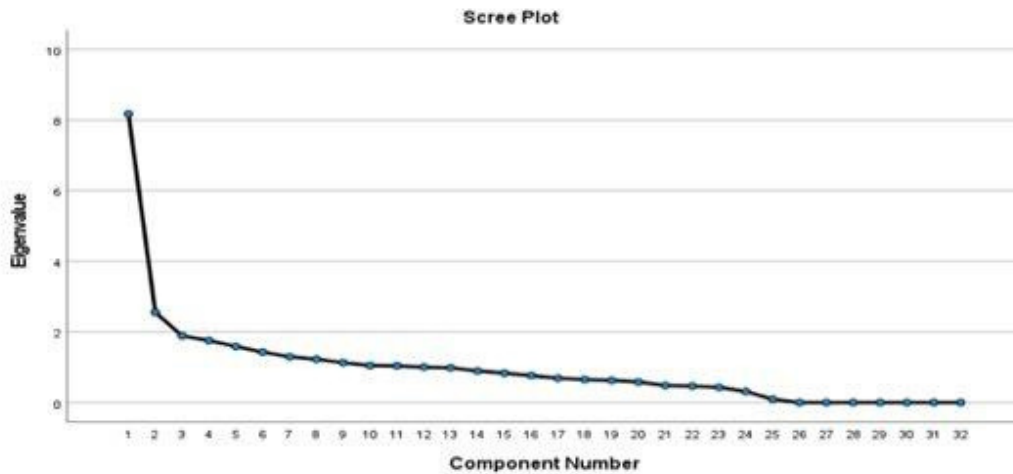
Graph 6: Support Received and Support Extended for Children
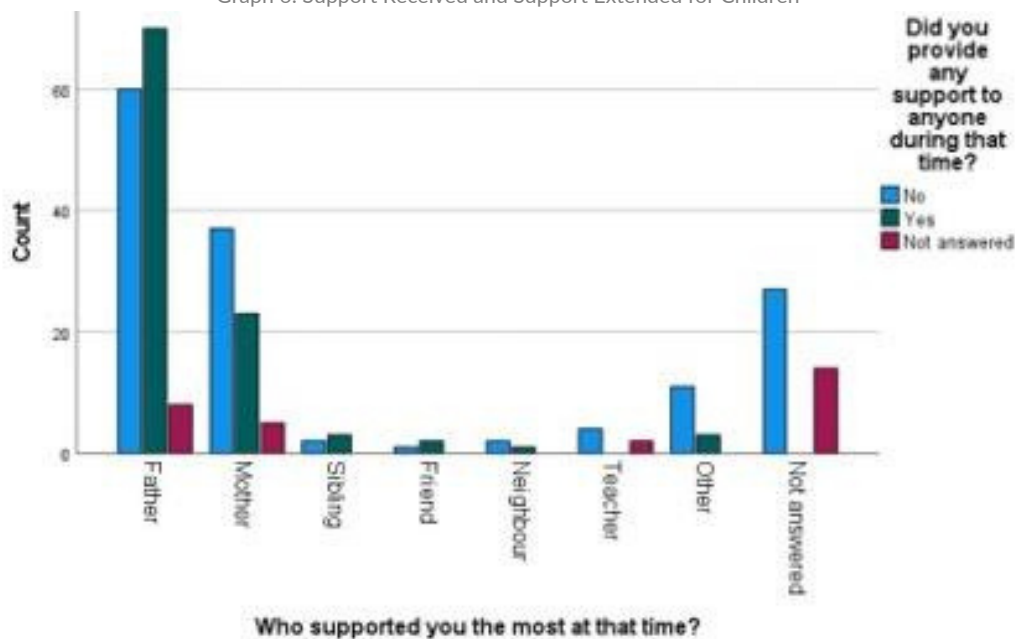
N=275 (children's survey)

These preliminary results from the data analysis helped us observe key patterns in the data, some of which were expected such as the relationship between age, class, and awareness of climate change-related issues, but others which were rather unexpected such as the negative correlation observed between the duration of stay in the locality and whether the respondent had been helped by the local urban municipal body or other city departments in the past. Further, even though it is somewhat expected, it is still interesting to see that children who had received more support were also likelier to support others. Children are likely to imitate and learn from their caregivers, and a caring and supportive attitude among parents (especially fathers) is likely to also raise children who care for others.

Figure 24: Snapshot of Component Matrix for Children's Survey

	1	2	3	4	5	6	7	8	9
	Component Matrix[a]								
Class	-0.056	0.784	-0.212	-0.130	-0.396	0.033	-0.074	0.222	0.004
Earthquake	-0.065	-0.191	-0.030	-0.330	0.288	-0.174	0.564	0.285	-0.098
Flooding	-0.099	0.392	0.129	-0.124	0.206	0.076	-0.202	0.038	-0.253
Cyclone	0.180	0.452	0.332	-0.045	0.139	0.088	0.406	-0.113	0.084
Tsunami	-0.035	0.480	-0.143	0.067	0.501	0.127	0.075	-0.130	0.052
Climate Change	-0.030	0.682	-0.192	0.051	0.306	-0.034	0.098	-0.020	-0.051
COVID 19	-0.029	-0.075	-0.045	0.118	0.100	0.781	0.013	0.275	-0.026
Fire	-0.022	-0.139	0.012	-0.148	0.033	-0.178	0.495	0.416	-0.064
Other hazards	0.082	0.286	0.766	0.044	-0.042	0.073	0.147	-0.094	0.043
Age	-0.054	0.757	-0.085	-0.142	-0.468	0.040	-0.054	0.264	-0.031
Gender	0.077	0.042	0.112	-0.072	0.199	0.240	0.057	-0.382	-0.449
parents/family	0.998	0.003	-0.038	-0.022	-0.012	0.009	0.006	-0.002	0.002
friends	0.998	0.004	-0.038	-0.022	-0.012	0.010	0.006	-0.002	0.002
teachers/school/textbook	0.998	0.003	-0.039	-0.022	-0.013	0.010	0.006	-0.002	0.002
social media	0.998	0.004	-0.038	-0.022	-0.012	0.009	0.006	-0.002	0.002
TV	0.998	0.004	-0.038	-0.022	-0.012	0.009	0.006	-0.002	0.002
Newspaper	0.998	0.004	-0.038	-0.022	-0.012	0.010	0.006	-0.002	0.002
save the children	0.998	0.004	-0.038	-0.022	-0.012	0.009	0.006	-0.002	0.002
don't know	0.998	0.003	-0.038	-0.022	-0.012	0.010	0.006	-0.002	0.002
Where do you feel most safe?	-0.037	0.045	-0.081	-0.222	0.036	-0.076	0.151	0.318	-0.093
Where you do not feel safe?	-0.113	0.156	-0.173	-0.492	0.461	0.040	-0.079	-0.132	0.210
Have you studied anything about them?	0.300	0.077	0.089	0.337	0.398	-0.243	-0.287	0.340	-0.006
Alarm for evacuation	-0.030	-0.192	-0.026	0.203	0.101	0.689	0.014	0.337	0.102
Fire system	-0.039	0.097	-0.118	-0.284	0.217	0.048	-0.192	-0.144	0.507
First aid relief	-0.002	0.057	-0.094	0.433	-0.200	0.153	0.377	-0.220	0.136
Search and rescue	-0.007	0.018	0.427	0.214	0.182	-0.180	-0.207	0.259	0.090
Drills	-0.024	-0.046	-0.044	0.028	-0.200	-0.014	0.082	0.029	0.530
Sign boards for hazards	-0.018	-0.052	0.020	-0.047	-0.121	-0.033	-0.144	0.125	0.018
Orientation for disaster prevention or response	-0.018	-0.041	0.009	-0.062	-0.124	0.029	-0.186	-0.013	-0.440
Any other	0.085	0.138	0.804	0.058	-0.081	0.004	0.028	-0.019	0.117
Who supported you the most at that time?	-0.127	0.187	-0.355	0.584	-0.069	-0.126	0.286	-0.227	-0.042
Did you provide any support to anyone during that time?	0.067	0.161	-0.114	0.654	0.297	-0.212	-0.081	0.206	0.002

Extraction Method: Principal Component Analysis

3.4.2 Qualitative Analysis

This section describes the process of analysing the qualitative data collected through surveys, interviews, focus group discussions and a snapshot of some of the results.

▪ The national level and city level Key Informant Interviews were analysed using Atlas.ti.

▪ Atlas.ti was also used to find out the major threats faced by children using the data collected from the children's survey.

▪ The process of qualitative analysis was as follows:

▪ Coding the Interviews with separate document groups for NGOs and government agencies.

▪ The interviews were then analysed using a code document table, to analyse the viewpoints of NGOs and government agencies.

▪ The values of code occurrences were normalized since different sample sizes mean that the number of documents and number of quotations is different for the two document groups

Insights from the Qualitative Data Analysis

- Major gaps identified by government and NGOs

- Some of the prominent gaps mentioned by government agencies were the lack of long-term planning, lack of long-term plans leading to the prevalence of ad-hoc interventions, lack of knowledge about risks, and communication gaps.

- The major gaps mentioned by NGOs and INGOs were mainly implementation gaps, lack of stakeholder involvement, data unavailability, and working in silos.

- Needs as perceived by the different government and NGOs

- The major needs mentioned were inclusivity, understanding child-specific needs, Coordination between governmental agencies, ministries, and NGOs, and an integrated approach to risk reduction and disaster relief.

Figure 25: Coding the Interviews
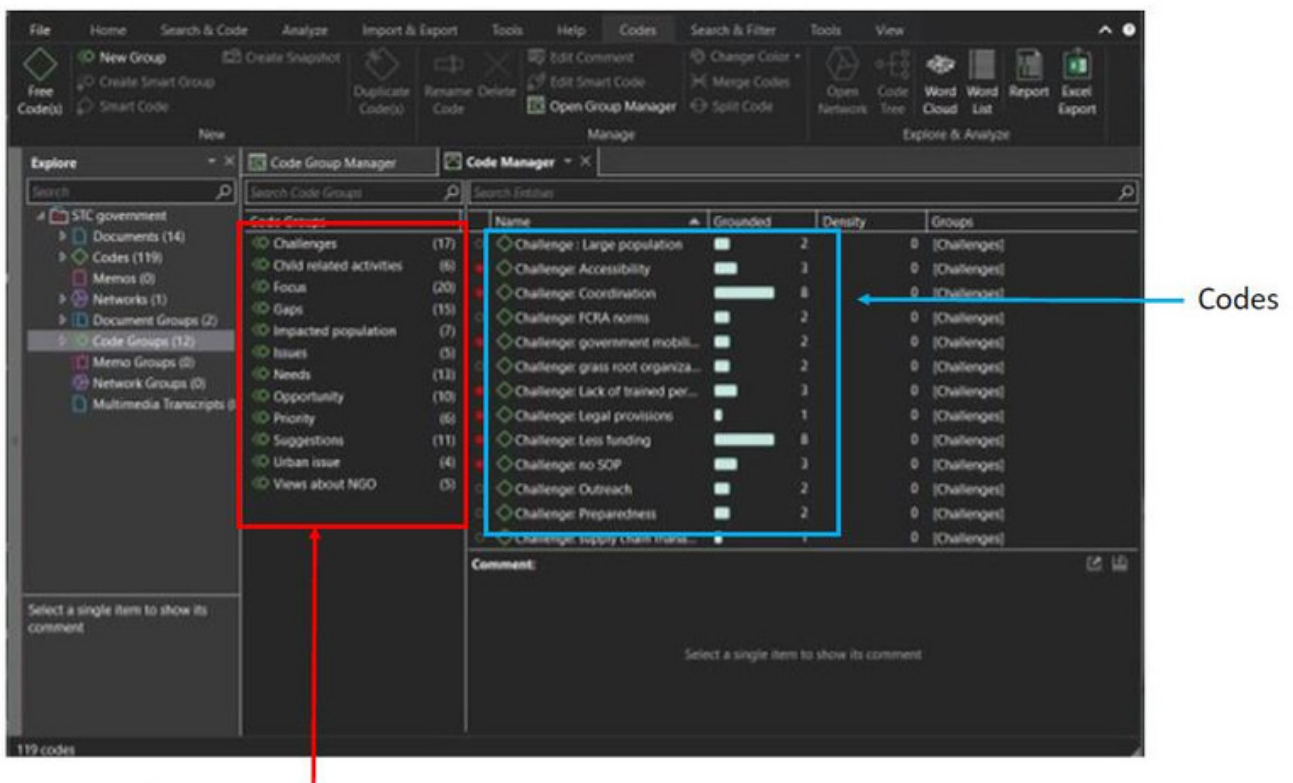
Code groups
Challenges, Gaps, Opportunities, Focus, Priority, Issues, Need, Child related activities, Impacted population
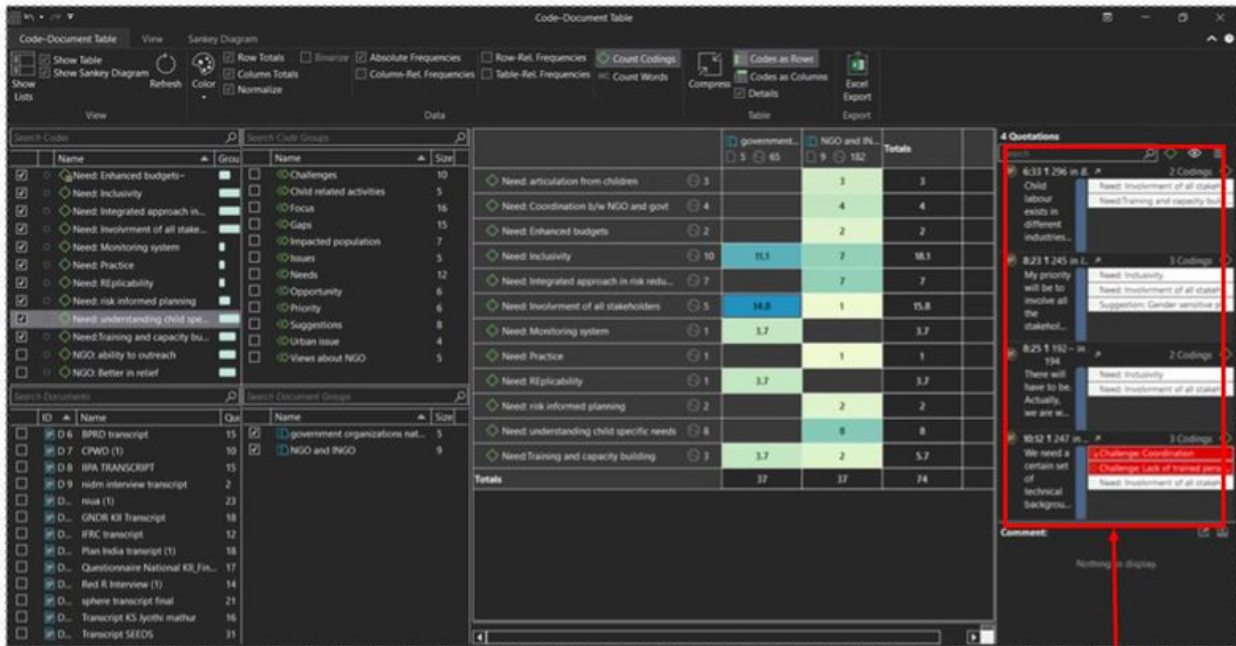
Quotations
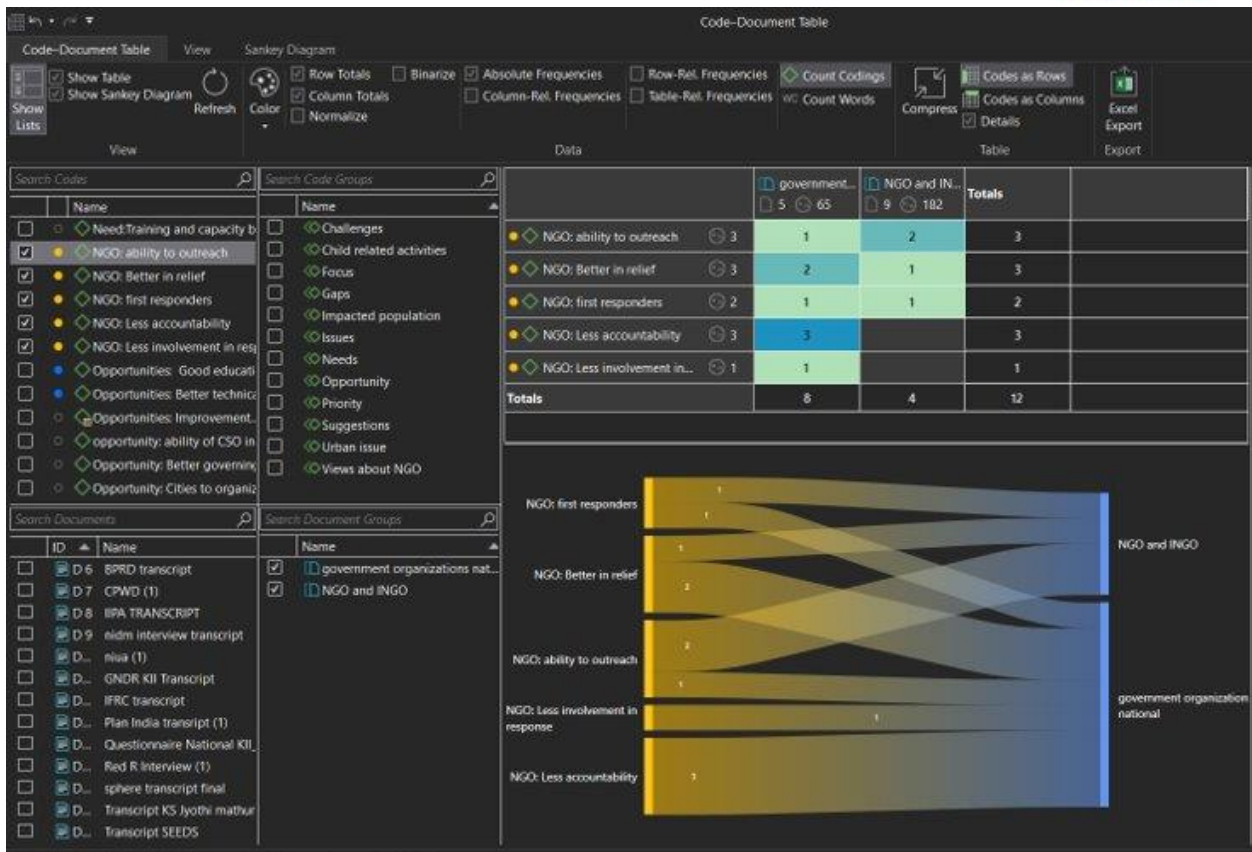
Chapter IV:

Key Insights

This section presents the main results from the data collection, incorporating quantitative results with the subjective experiences of people as recorded through the interviews and focus group discussions, as well as matching these insights with secondary research to identify gaps in existing policies or research.

1. Children feel unsafe in their neighbourhoods

We find that a significant proportion of children (54% overall), do not feel safe in their immediate environment which consists of their home, neighbourhood, or school.

This perception indicates that children do not feel comfortable in public spaces, even those spaces where they reside or interact repeatedly. Further, the proportion of girls who feel unsafe in their environment is much higher than the proportion of boys who feel the same.

We also observe that most of the perceived lack of safety relates to children's experience with their neighbourhood, as the rates for lack of safety at home and school are fairly low. Nonetheless, across all locations, girls feel more unsafe than boys, even at school and home.

Graph 7: Children's Perceived Safety Beyond Immediate Environment
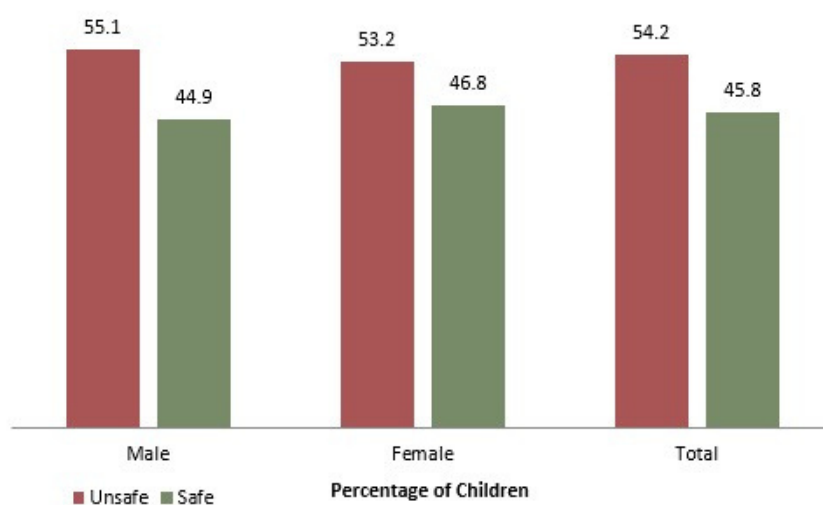
children's survey: n= 275 (139 female and 136 male)
(This was a dipstick check done after the surveys to gain further insights regarding the result from the survey analysis that indicated a perceived safety issue beyond the immediate environment, on which it was felt that a gender split will be useful to have)

When we look at the data at a more granular city level, we observe that the proportion of children feeling unsafe in their neighbourhood was much higher in Pune than in other cities. In Pune, *91% of children did not feel safe in their neighbourhood*. From our qualitative data, we've been told this is a plausible result of children fearing alcoholism, eve-teasing, road accidents, open wires, iron and metals on roads, and traffic congestions. This effect is prevalent across all neighbourhoods of Pune. Delhi, Hyderabad, and Patna witness children being moderately fearful of their neighbourhoods, but the place where Kolkata's children feel most unsafe in their immediate environment are their schools.
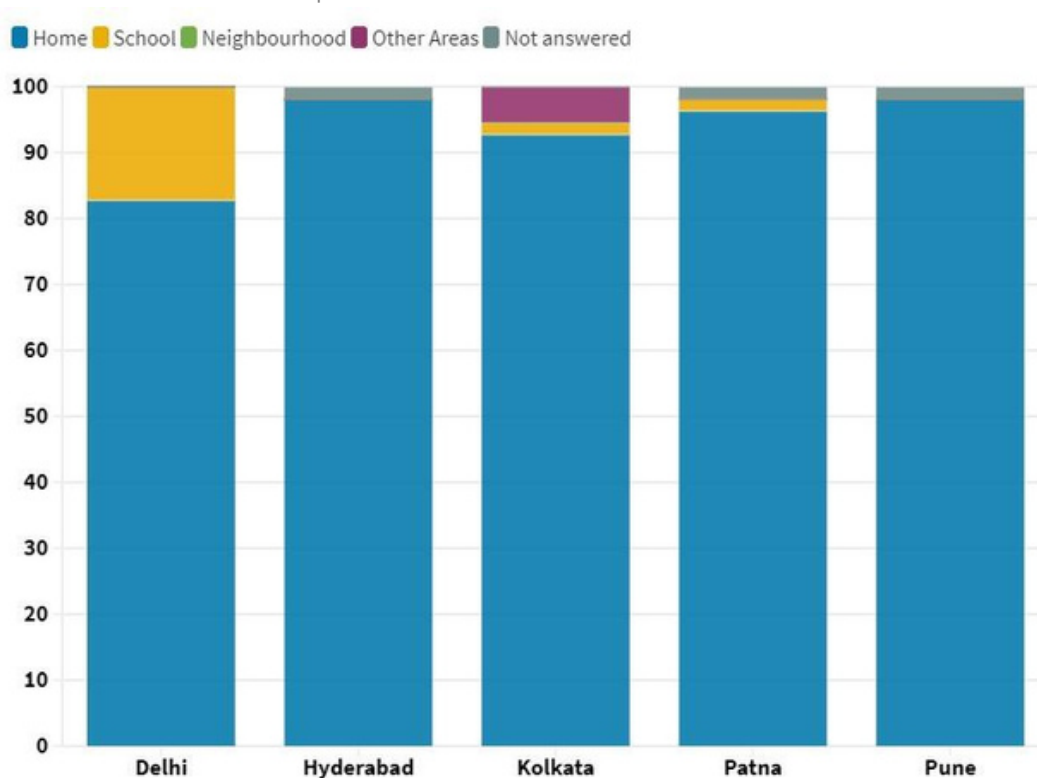
Graph 8: Children's Perceived Safety by Location
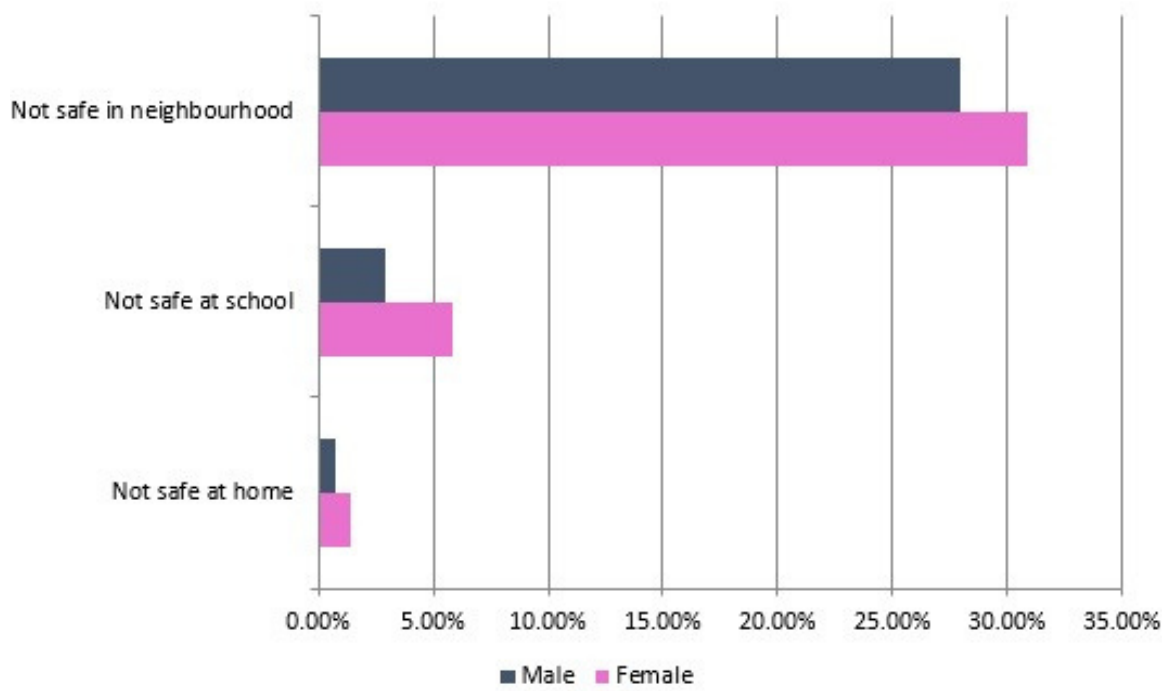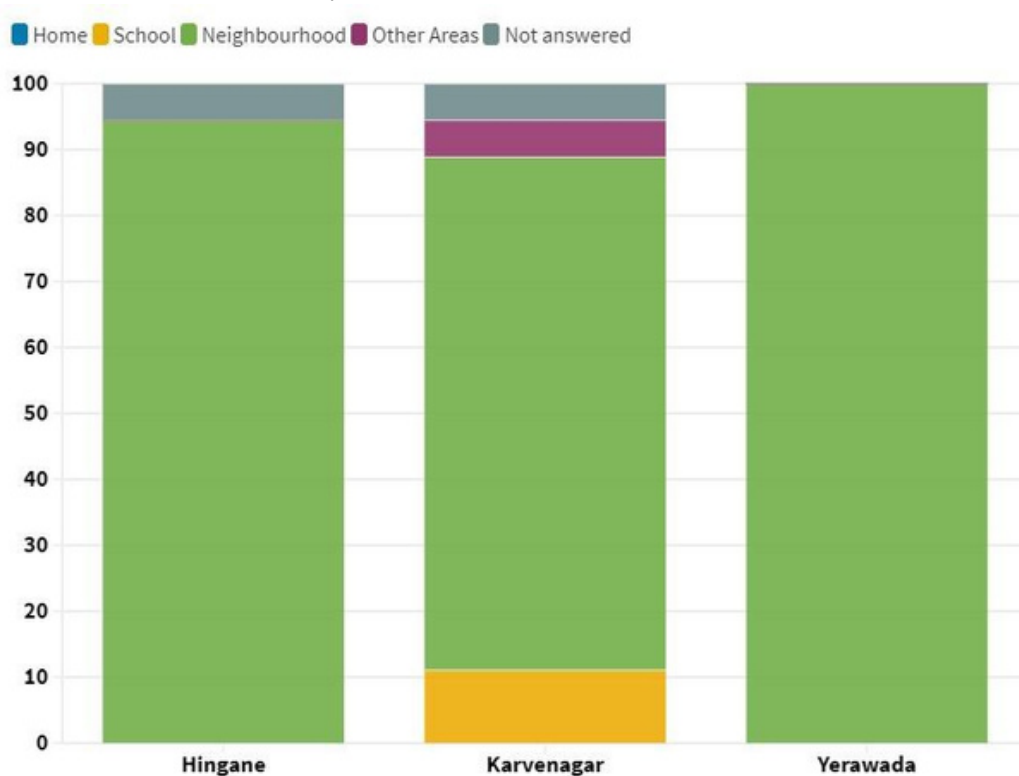

N= 275

Graph 9: Perceived Spaces of Risk across Cities
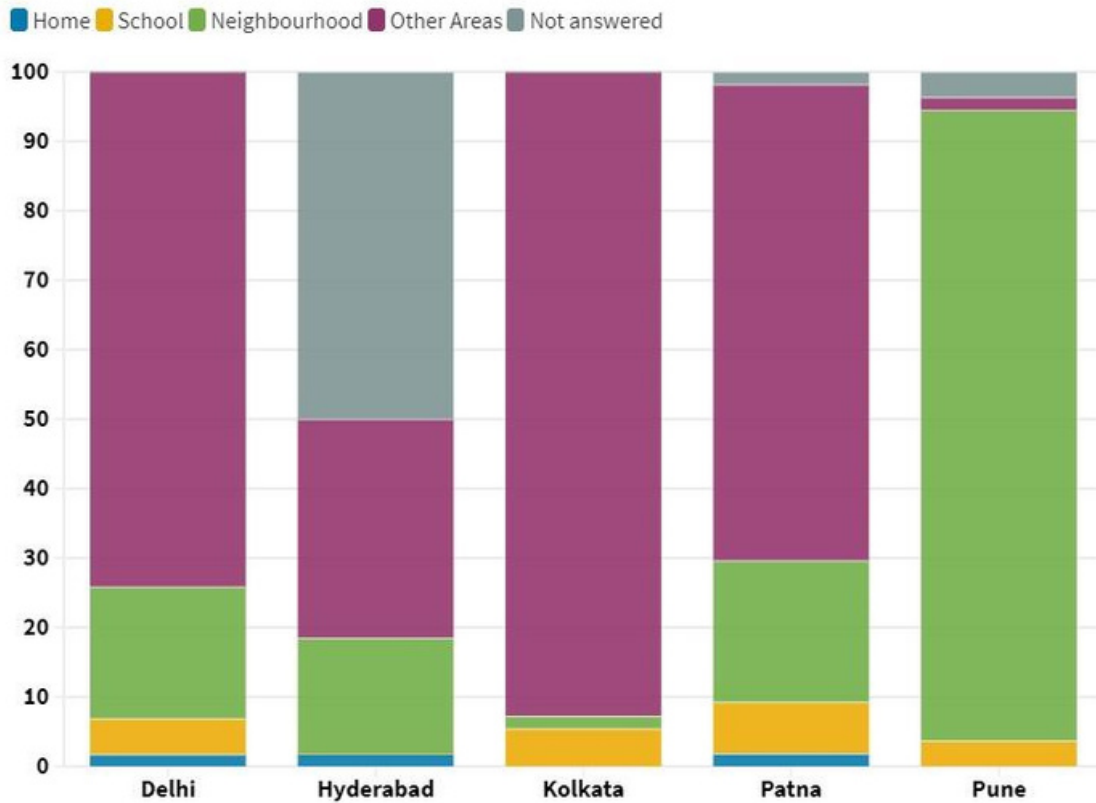
Children's survey (N=275)

Graph 10: Places where Children Feel Safe across Cities

Legend: Home | School | Neighbourhood | Other Areas | Not answered

Children's survey (N=275)

Graph 11: Places where Children feel Unsafe in Pune

Legend: Home | School | Neighbourhood | Other Areas | Not answered

N=66 (National KII=15, City KII= 51)

Across all cities, most children reported that they felt the safest in their homes. While all other cities have over 90% of children saying this, only around 80% of children in Delhi feel the same, which might not be reflective of a riskier home environment but instead reflect a higher degree of perceived safety in Delhi's schools. We also have been told by a national-level key informant that an increased incidence of child trafficking was noticed in the country post the COVID related lockdowns, which further increases the risk factor for children.

2. Children see themselves exposed to a wide range of hazards

We also find that there is significant variation in perceived risk intensity for various hazards. Understandably, the greatest risk perception is attached to COVID-19 given its importance and preponderance in people's lives. However, the hazard with the second-highest threat is not a natural disaster or large-scale calamity, but the threat of fires breaking out.

This might be explained by the haphazard nature of electric cables in poorer communities, cramped living spaces, and lack

of fire safety protocols. The hazard that has the third-highest level of perceived exposure (after COVID and fires) is flooding, which is probably down to lack of drainage facilities which make monsoon rains extremely worrisome as people's houses and neighbourhoods can get flooded.

Unorganized electric wires around the Tiljala area in Kolkata

All other hazards have much lower levels of perceived exposure. Overhead electric cables that can cause fires or electrocution, and poor waste disposal are some of the hazards arising from human interventions to which people are most exposed. People also cited high levels of exposure to stray dogs and other animals.

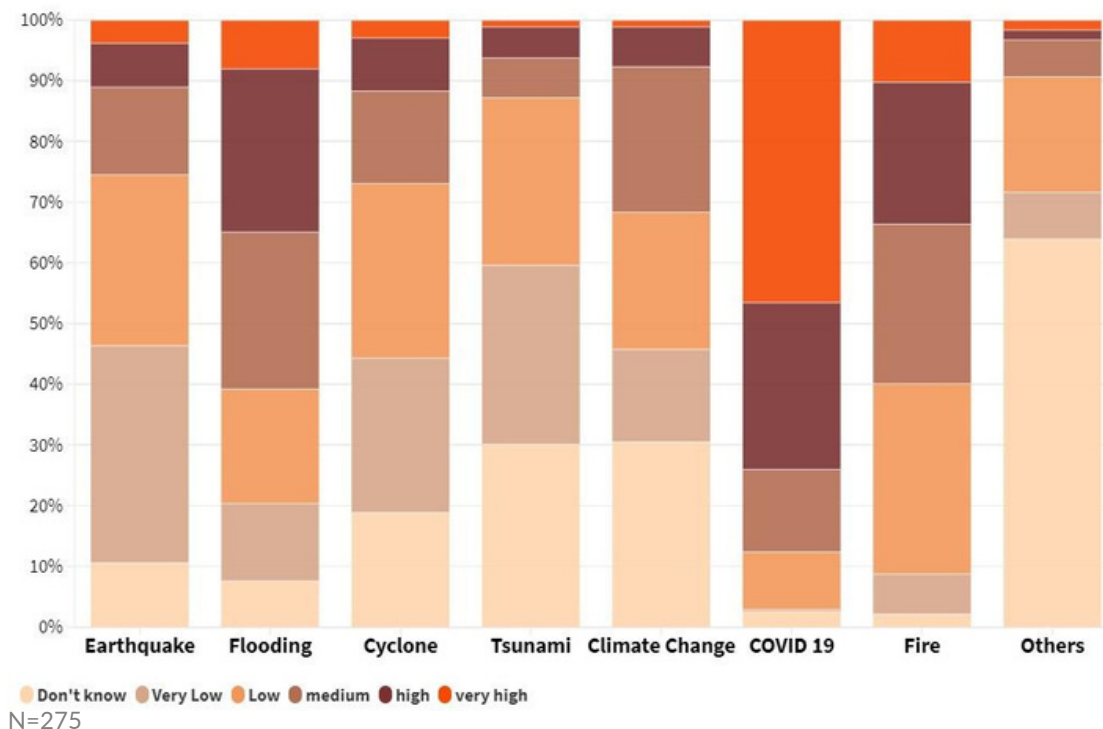Graph 12: Children's Perception Regarding Exposure to Hazards

N=275

Perceived Natural Hazards	Perceived Human-induced Hazards	
1 Flooding	1	Improper waste disposal & unhygienic conditioning
2 Covid 19	2	Electric wires on the street
3 Water logging	3	Stray dogs and animals
4 Water Scarcity	4	Open and clogged drains
5 Cyclones	5	Narrow streets
6 Earthquakes	6	Traffic congestions & road accidents
7 Fire	7	Alcoholism, drunk people, and drug addicts in the streets
8 Diseases	8	Conflicts, fights and abuse
9 Storms	9	Household violence
10 Landslides	10	Eve-teasing of girls
11 Lightening	11	Kidnapping, murder
12 Snakes & insect biting		
13 Falling trees		
14 Land erosion		

In the table above it can be observed that the most prominent ones are linked to water and to climate change too. These include flooding, water logging, water scarcity, cyclones.

3. Many hazards mentioned by the residents are not part of official disaster management plans

The provisions of the national, state and city disaster management plans as discussed in previous sections do not address a number of the hazards identified by the city residents. There is significant variation across cities in terms of the hazards that people think they are most exposed to and are most concerned about.

However, one common trend remains

nationwide and that is the absence of many of the most cited hazards by slum residents from city-wide and state-wide disaster management plans and policies.
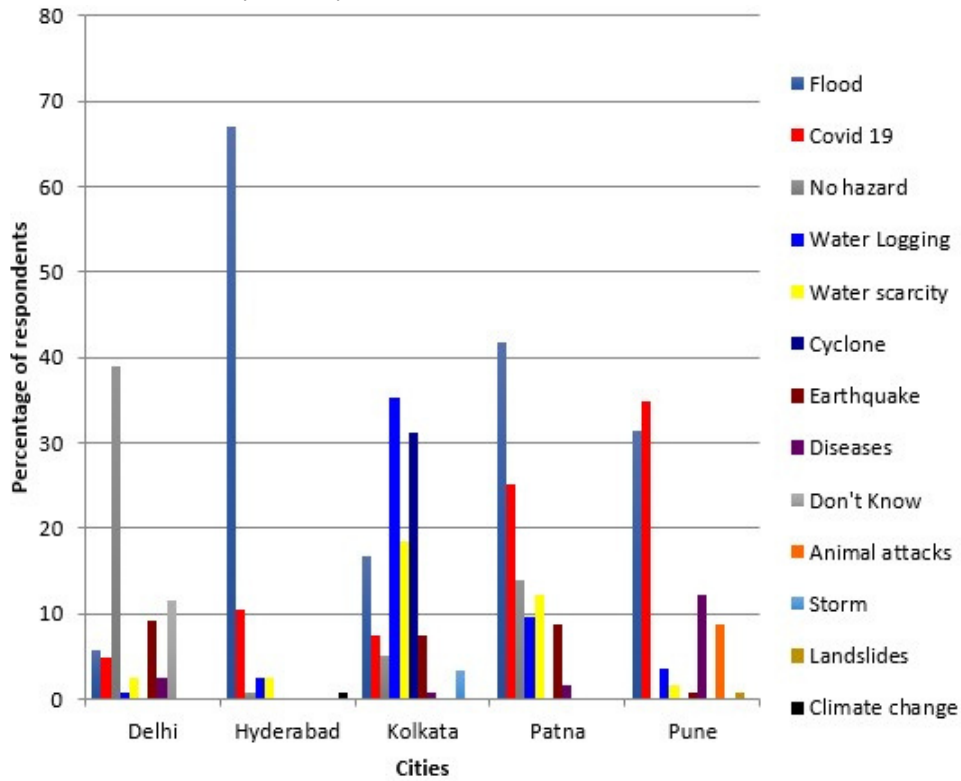
Aside from the very immediate concern about COVID-19, people are largely concerned about flooding, water logging, and fires. These are factors that are largely missing from disaster management plans because their

impacts are often localized and need to be addressed through urban planning programs to improve living conditions. Pune's residents have a lot more concerns as they are also worried about exposure to accidents, traffic, and waste disposal.

Where there were conversations around high levels of concern regarding health expenditure resulting from disasters, dimension of Covid related recall on spending have perhaps been at play, as recent experiences of uncertainty may have led to fears around unexpected medical expenses in a period where income was already affected. Economic indicators on spending towards children's safety remain inadequately understood, and further work is required in this domain in view of specific references made to health spending on water and vector borne diseases. These are aspects that needs further investigation.

The findings also point to the need for

insights-based contextualization and localization of plans, approaches and tools, in order for humanitarian action to address local needs.

City-wise perceived natural hazards
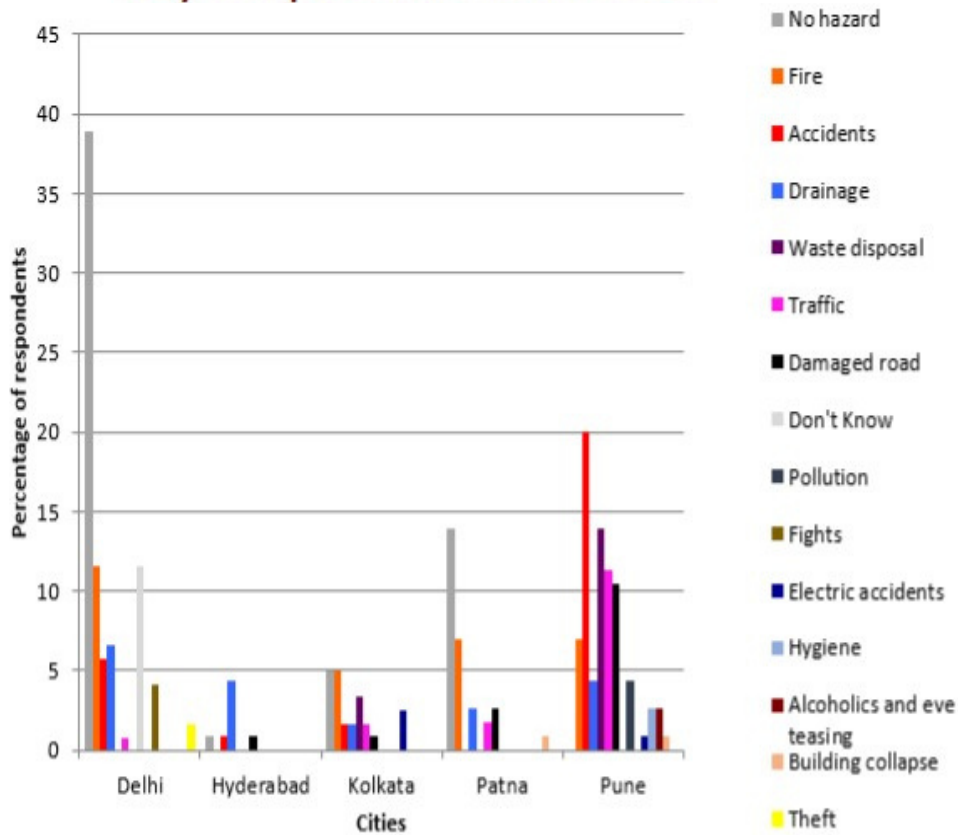

City-wise perceived human-induced hazards

N= 588

4. COVID-19 had several indirect impacts on children, culminating in psychological issues

We observe that around 56% of parents were concerned about the impact COVID-19 has had on the education of their children, as it has mostly gone online which has resulted in lesser or no classes and caused problems due to lack of access to devices and the internet.

A gender difference is also evident in the prime concerns expressed by parents. Mothers were more likely to be concerned about education, career, and character-building (74%) than fathers (52%). On the other hand, more fathers (48%) than mothers (26%) had the health and well-being of children as their primary concern.
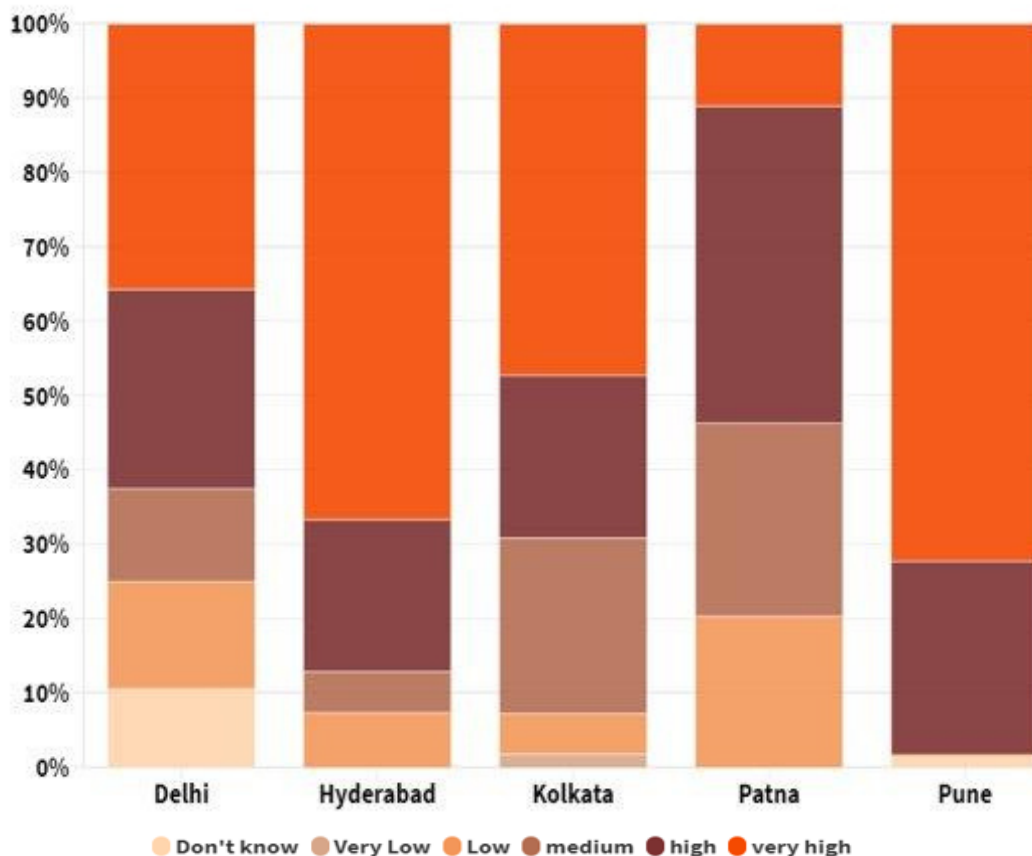
Graph 14: COVID-19 impacts on Children (Parents' Perception)
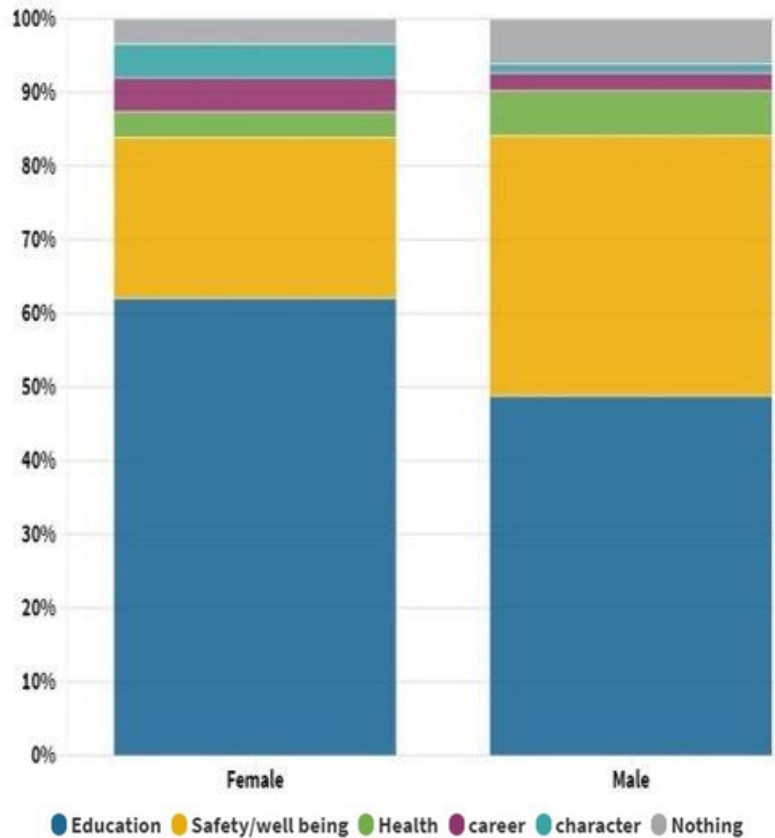
N= 153

Children's survey. N= 275

5. Climate Change is not a major hazard in community perception

The perception of climate change as a hazard

remains marred by a lack of awareness about climate change challenges. Only 1 out of the 584 respondents mentioned climate change as a major hazard that the communities are exposed to. However, when specifically asked about what impacts climate change can have, the awareness is slightly higher. The findings of climate change research (for example IPCC's work) have not reached the communities. Lack of awareness is also evident by the fact that people are somewhat aware of the risks, yet there is a low-risk perception of climate change.

Interestingly, climate change is also not

covered in any significant manner in the various disaster management plans, including the national, state as well as city disaster management plans where present. Reference is made to climate change while addressing weather-related natural hazards and resultant disasters with reducing degree as we move

downwards from the National Plan, which makes a very detailed analysis of the linkage of disaster management with the Paris Agreement and alignment of climate and disaster risk reduction actions, to the state plans that refer to climate change in passing, to the city plans where there is no mentionable aspect of climate change mitigation and adaptation, and alignment with the disaster management approach. On the whole, at the practical level, the very core feature of variability, unpredictability and resultant shifts in coping mechanisms are critical aspects that remain to be addressed. It may be noted that the mandate of climate action also rests with different departments than those that prepare and operate disaster management plans. While the disaster management plans rest with the Ministry of Home Affairs at the central and the land and revenue departments at state levels, the climate action plans are in the domain of the Ministry of Environment, Forests and Climate Change at the central level and the respective departments at the state levels. Urban climate

actions plan, under preparation for prominent cities like Mumbai, Delhi and Chennai are also in total separation from the city disaster management plans. Of the cities covered under this study, only Kolkata has initiated efforts to develop an urban climate action plan, while others are yet to take steps towards this.

Graph 16: Perceived Impacts of Climate Change
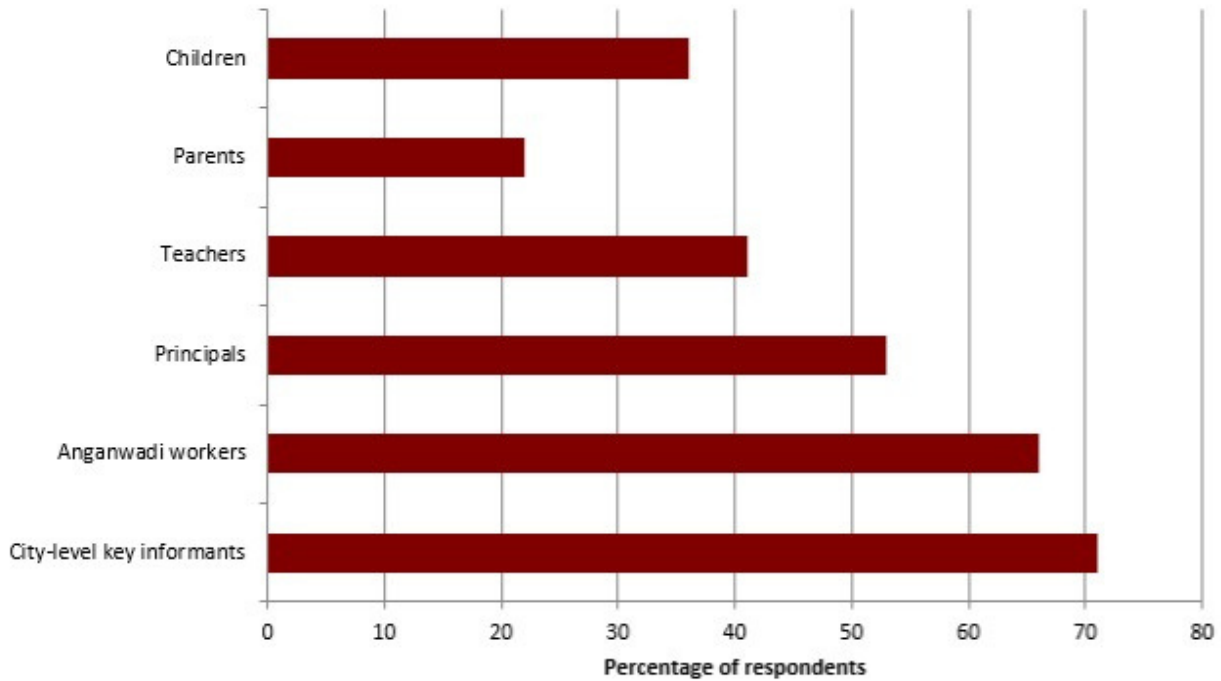
Perceived impacts of climate change

N= 584 (Across all the surveys except national KII and save the children)

6. Children are predominantly perceived as a 'vulnerable' population

▪ **The DM act 2005** doesn't talk about preparedness, *leadership* among school children, women or climate change (NIDM, 2020).

▪ **National Policy on Disaster Management 2019** mentions the *vulnerability and needs of children* five times (MHA, 2019).

▪ **National Disaster Management Plan** (2019) discusses children in detail but mainly in the context of *vulnerability* (NDMA, 2019).

▪ **Bihar, Maharashtra SDMP** mention them in the context of vulnerability, with references to droughts and children's *education, psychological effects* of resettlement, prioritising *evacuation,* training of *first responders in handling children,* special regulations for *vehicles carrying children, children's sanitation needs in transitional shelters*

▪ **Delhi DMP** talks about promoting school children as *ambassadors* of disaster management.

▪ **Kolkata and Pune DMPs** do not talk about children. Modelled on the National Disaster Management Policy, they reference disaster response and preparedness and the role of NGOs and communities, but there is no discussion on slums or informal settlements and the rescue, response mechanism for them in case of disasters.

▪ The Act and the plans refer to urban disasters and imply the urban population and children's within the overall community dimensions of disaster management, there are no specific provisions for slums and informal settlements, or children in these communities.

As opposed to this, when it comes to children perceiving themselves at risk, nearly 32% of children covered in the study recognized themselves as the most affected group from both natural and social hazards. It may be noted that in the illustrations below summarising children's perceptions, `nothing' is the response of a large number of children when trying to identify the most prominent risk.

It may be an indication of low threat perception in comparison to a high vulnerability perception and requires further investigation including one backed with psychological analysis. While children respond to questioning around what makes them vulnerable to disasters, translated in different ways in local languages since there is no singular direct translation of the term `vulnerability', they can see themselves in the setting and can articulate what weaknesses they see that make them vulnerable.

On the other hand, when asked about hazards, or disaster threats, once again translated into local language articulations, a large proportion of them aren't able to come up with a clear threat identification, as illustrated in the outcome below. While it was beyond the scope of the current study to go back to the respondents after the data analysis and conduct further questioning on this, the study team feels that there are issues of articulation, and also of perception when seen from a vulnerability perspective or threat perspective.

Figure 26: Disaster threats perceived by Children

7. Children's participation in various aspects of disaster response is low

Nearly *64%* of the key informants responded that there is low to no participation of children in disaster response and recovery. Dominant emotions of children when specifically asked about hazard occurrence and outcomes included fear, sadness, anxiety, and worries.

The fact that schools are often used as relief distribution and operation centres or shelters, disrupts education and further pushes children back in the disaster response scenario. There is a need to avoid this, and also link it with cross sectoral coordination between humanitarian response agencies and educational ones. There is indeed a required focus on children in micro level planning at the urban planning and development level, so that it translate into a child centric humanitarian response with desired levels of children's participation.

8. Culture is not recognised by respondents as a key factor that influences disaster response

The study specifically inquired about culture,

in line with the value of traditional wisdom on disaster management and a culture of safety. However, we see that in terms of the key factors for disaster management and responses, cultural factors are nowhere to be seen. While neighbours are considered important in getting help, when it comes to disaster relief, people see governments and NGOs being mainly responsible.

- 24% of parents received *first help from neighbours* in past years. 46% of principals and 25% of teachers also said *neighbours* are most likely to help, while a further 24% mentioned that *school staff* are crucial for delivering help.

- Children are *not involved in the decision-making* of critical issues such as disasters.

- Awareness of human-induced hazards like fires is higher than natural disasters. Awareness of actions related to disaster management is also low.

- The communities perceive disaster management and response to be the responsibility of the government and various NGOs.

- Nonetheless, communities also recognize that disaster situations demand action for survival which forces people to act even if they otherwise would not.

- When community members respond to disasters, *children's needs are prioritised.*

● Father ● Friend ● Mother ● Neighbours ● not answered ● other ● Sibling ● Teacher
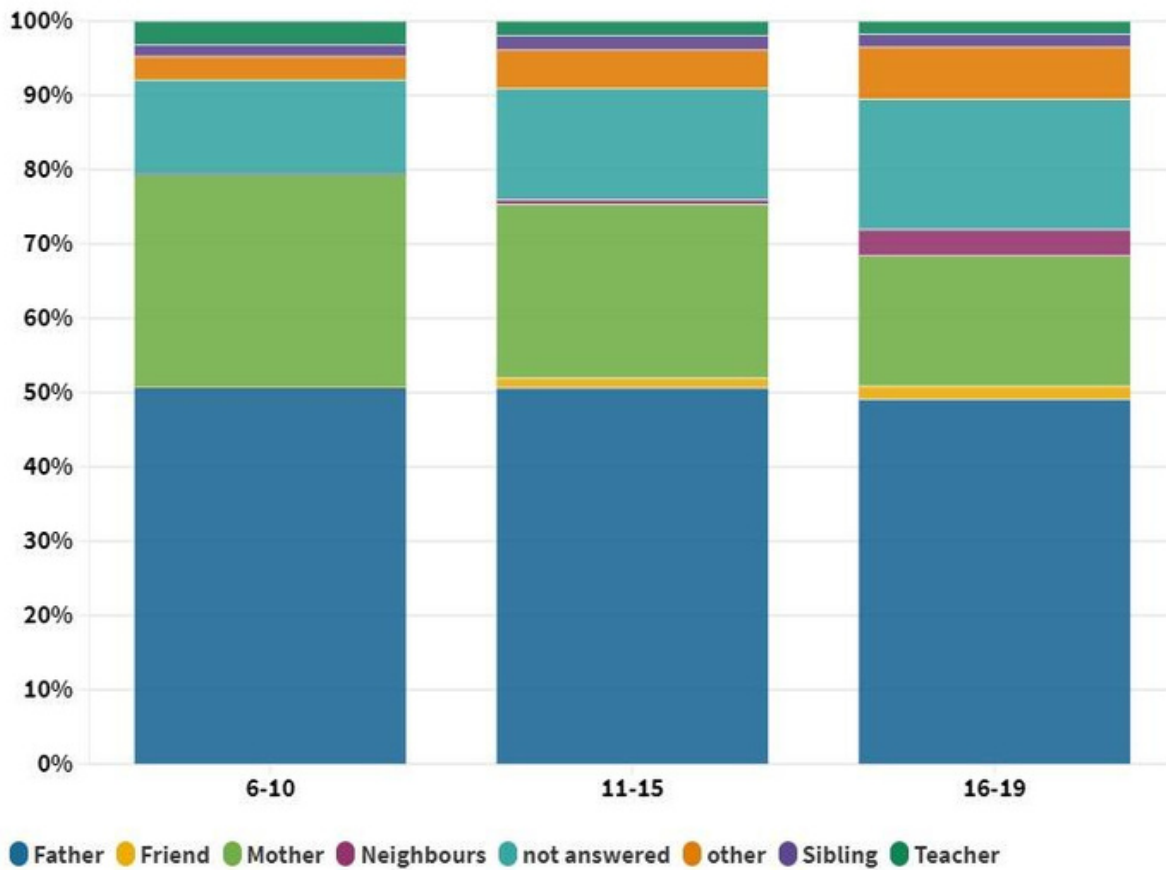
Children's survey (N=275)

Synthesis of Findings with Implications for Policy, Strategy and Operational Procedures

1. Parents are the key intermediaries for child-centric approaches to policy. Among parents, *fathers take a greater interest in risk-related issues* and will be good allies.

2. *Flooding had the highest recall, and Climate Change had the least recall* in risk perception. The alarming news of IPCC's work hasn't reached communities, although more immediately, floods are viewed as the most pressing concern.

3. Under naturally induced risks, Hyderabad and Patna perceive *flood risk as high*, but *Kolkata sees it as waterlogging*, which is particularly harmful to slum communities.

4. The *top concerns in human-induced risks are very local issues* such as waste and sanitation. The second rung is composed of more social issues such

as eve-teasing, and such daily social issues which often do not make news headlines.

5. Small children react with fear in most situations, but adolescents show increased risk-taking behaviour after disasters, including games that can potentially involve harm to their health as well as substance abuse. This refers to potentially dangerous gaming challenges, and consumption of drugs or other substances that they are not supposed to, which can be harmful to their health. It is therefore clear that *children of different ages are impacted and respond differently*, and policymakers must be cognizant of that.

6. For smaller children, parents and schools are the primary sources of knowledge on risk, risk reduction practices, and preparedness for something going wrong, and programmes need to target these intermediaries and do so with

appropriate terminology that suits the psychology of the corresponding age groups. With age, the focus shifts towards social and mainstream media, and NGO programmes become important directly.

7. *Peri-urban areas* have lesser facilities and poorer access to work, and thus job losses happen fast with even lower intensity disasters. They suffer from problems faced typically by residents in *both rural* areas (lower access to services) *and urban areas* (higher densities, the multiplicity of authorities; lower social bonding) which means their well-being is doubly challenged.

8. Education emerges as a key issue, as most parents also see *education as a long-term solution for risk reduction*, via better income and quality of life.

9. *Sanitation is directly traceable as a root cause of health as well as social risks.* Even when public toilets exist, their locations can be made more appropriate to local needs.

10. Save the Children team, frontline workers and other stakeholders need to be on the same page on issues of perceived risk and solutions, enabling smooth implementation of any interventions and programs.

Chapter V:

The Unique Challenge of Urban and Peri-Urban Areas

Research Question Addressed: What is different in *urban and peri-urban settings as compared to rural*, while undertaking immediate response after a disaster, and what are the *challenges and opportunities* in these settings and the related institutional landscape?

Children face a range of challenges in urban slums. A common problem in urban slums is high population density, and lack of open or green spaces and playgrounds (Rengan, 2019). On one hand, it limits children's growth and exposes them to health-related hazards, and on the other hand, it creates challenges during disasters in terms of evacuation, relief provision, and delay in recovering from trauma in the absence of places for social interactions.

We also found during the survey that respondents mention the fact that schools are located far from the slums, and children are exposed to heavy traffic and accidents while crossing the road on their way to school and back. Children are going to schools outside their neighbourhoods at all locations, and a majority of children walk to school.

Women and girls also face issues due to the non-availability of toilets or use of public toilets, which expose them to both health and social hazards. Alcoholism is found to be a critical issue in slums which results in the eve-teasing of girls or women on the road. Women's low participation in the workforce, with a reported figure of only 16% of slum women in the workforce in Mumbai has also been noted to have non-availability of toilets in the slums as a significant contributing cause (Rengan, 2019).

The challenges in peri-urban areas and Notified Area Councils (NACs) can be further daunting. With not enough density to benefit from urban services, these areas also simultaneously are bereft of the typical benefits of rural communities. Slums in peri-urban areas reported a lack of public toilets and that schools could not provide online education during lockdowns. These areas are also especially vulnerable to loss of livelihoods after a disaster.

Key Findings

- Urban settings pose higher densities, going up to over 100,000 persons per square kilometres in the densest parts of cities like Delhi; the multiplicity of authorities, including municipal corporations, development authorities, slum housing boards, Jal boards, public works departments, education and social welfare departments, among others, each having a direct role in elements that have bearing on disaster resilience and response capacity in urban informal settlements; lower social cohesion; and thus greater societal vulnerability to any disaster and other risks

- Peri-urban areas have lower access to infrastructure and services, poorer access to work, and thus lower threshold for job losses. A broad-brush assessment of peri-urban areas in cities such as Delhi and Patna show a drop of over 50% in the infrastructure provision in peri-urban areas falling within municipal limits, and even greater in those in the fringe beyond the limits, as they technical fall under rural infrastructure schemes of the respective districts.

- Rapid growth in the built environment, without enforcement of any regulations or standards, results in increased risk factors for these communities, as observed in the

core area settlements, with higher prevalence being in denser parts and the highest in urban villages that legally are also outside the remit of several urban regulations. While not all such settlements were covered in the primary surveys, the background research reveals a wide stratum of such informal settlements, which require more in-depth study.

- While urban challenges are mainly the multiplicity of authorities, peri-urban areas struggle with a sluggish and cash-starved governance mechanism that hinders the resolution of issues (*caught between Panchayat, Municipality, and Collectorate*). In larger cities with higher revenue, such as Delhi, Pune and Hyderabad, the gap can be starker as the neighbouring rural belt falls in a zone of significantly lower revenues and infrastructure investments. The case of Delhi stands out as unique, as the peri-urban areas fall in the jurisdiction of different states altogether, and even despite the concept of National Capital Region-based investments, the gaps are wide. Lower revenue setups such as Patna have a narrower gap. These are broad observations and require greater in-depth study and analysis.

- The lowest hanging opportunities are primarily in strategizing on the institutional touchpoints and in improving the social capacities of communities, wherein the mapping of various departments and authorities needs to be understood and put to use for enabling communities to seek various elements that will construe true resilience.

  Examples may include connects with the department responsible for flood management, called by names of Irrigation and Flood Control, or Water Resource Management Department, for early warnings, revenue department for

immediate relief, social welfare or women and child development for child-specific special needs, Jal Board for potable water in emergencies and so on.

Respondents Perceptions

> "We were completely dependent on the authorities and without them we were helpless."
>
> *Illias Sheikh, Parent from Pune when asked about challenges during disasters*

> "we know that vulnerabilities in urban areas are high, so when a disaster strikes, they will fall back <u>again</u> and their social security systems are pretty low. In the rural area, in case of disasters, rural communities support each other somehow but in urban areas, social support system is missing so vulnerability is more. "
>
> *Rahul Dey, Red R*

Some perceptions of respondents captured through the survey that illustrate prominent areas of concern are shared in this section. While more detailed studies can be carried out to take the current inquiry forward and seek answers to newer areas of interest emerging, such as self-reliance systems where community groups can take action without waiting for authorities to respond (refer to accompanying quote), such perceptions also indicate the initial work on policy, strategy and operational procedure formulation towards making progress in this area.

Lack of support systems/ safety networks to fall back to, the precarity of services was noted as a major issue from the key informant interviews. Respondents from 10 out of the 15 areas selected for the PRA activities answered that loss of livelihood was a major issue they faced, especially given the COVID-19 situation. At a lower level than this, but still at a significant level respondents referred to outmigration as a serious issue faced (Graph 18).
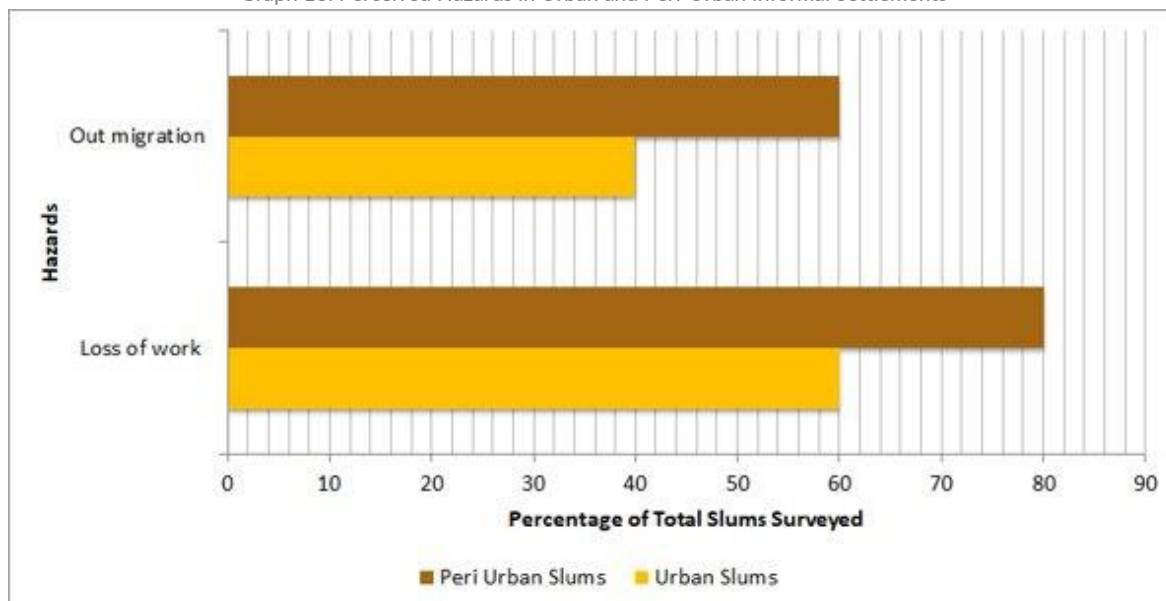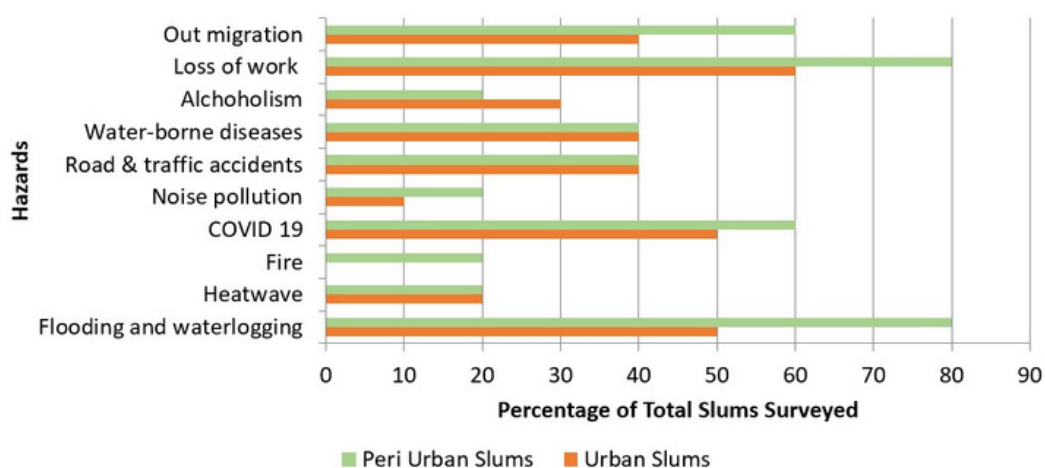
N = 15 neighbourhoods

- When asked about the kind of major challenges experienced during a disaster, the major challenges stated by parents were impacted on livelihood (9.15%), impact on services (7.84%), access to food (6.5%), lack of awareness (6%), health and behavioural issues with children (17%) and institutional issues (6.54%). Some parents also responded that they did not face any issues.

- The impact on services includes issues related to drainage, road, the difficulty is getting essential commodities, toilets.

> *"I lost my job and had to depend on rations kits for some time until I found a new job."*
>
> *Kalimun Sheikh, factory worker, Pune*

Graph 19: Concerns Raised by Community Groups in Urban and Peri-urban Informal Settlements

N= 15 (Neighborhoods)

The incidences and impacts of flooding (+30%), COVID 19 (+10%), loss of work (+20%), out-migration (+20%), fire (+20%), and noise pollution (+10%) are found more prominently in the peri-urban slums. In contrast, alcoholism (+10) was found to be more common in urban slums.

Graph 20: Child-centric Issues in Urban and Peri-urban Informal Settlements

Issues (y-axis):
- Psychological impacts
- Poor education quality
- Lack of smart phone
- Closure of schools
- Loss of interest in studies

Percentage of slums surveyed (x-axis): 0 to 100

■ Urban Slums ■ Peri Urban Slums
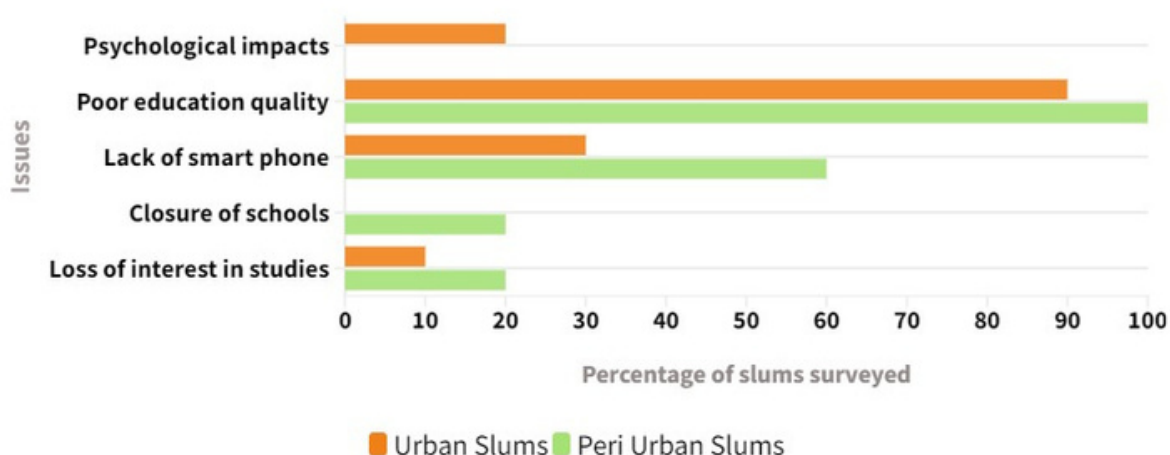
N= 15 (Neighborhoods)

Children centric issues, particularly those related to education, such as lack of smart phones (+30%), permanent closure of school (+20%), poor quality education (+10%) and loss of interest in studies (+10) is found more in peri-urban slums as compared to urban slums where stress, depression, and other psychological issues (+20%) are reported.

"Online education has proven to be a disaster. Due to the unavailability of mobile phones in the community children are unable to get the required education. They have been missing classes and the parents are complaining that children have lost all interest in learning and studying. This has become such a big of an issue that most of the children are turning to alcoholism."
- Yerawada, Central Pune

"Children study in government schools and there is no provision for online classes."
- Banaskothi, East Patna

Graph 21: Women-centric Issues in Urban and Peri-urban Slums
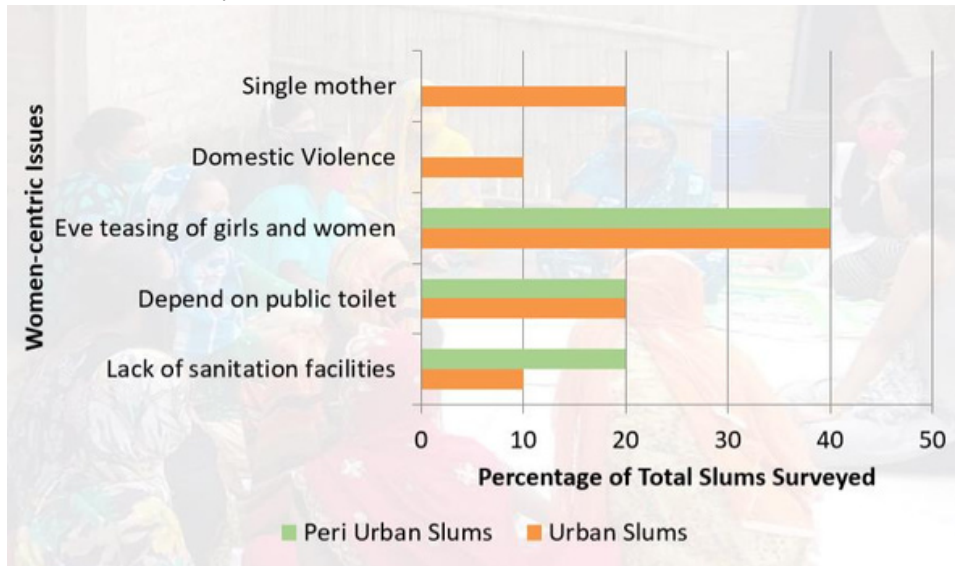
N= 15 (Neighborhoods)

UNDERLYING RISKS: Social factors such as infrastructure. Against the risk of molestation and abuse, and this, the literature conflicts between groups within the review reports community, were reported more in urban poverty and climate slums with a denser built setting, while change, as larger physical infrastructure issues such as lack of issues that are driving toilets and access were reported more in peri-risk on the whole, urban areas where built density is relatively though its translation lower, but so is the availability of civic in practical terms is not available in literature related to the cities under study.

> "There is no proper washroom for women. Fights and kidnapping are common."
>
> - Safeda Basti, Delhi

Table 14: Supporters in times of disasters in past years, for child-specific needs

City Locality		Help received from the government	Help received from NGO
Delhi	Jahangirpuri	MCD, NGO and Disaster Management Authority	Save the children
	Mangolpuri	Delhi government	Saajha NGO, Save the children
	Yamuna Khadar	Anganwadi, SDM office	SEEDS
Hyderabad	Patel Nagar	GHMC	
	Hayathnagar	GHMC, Disaster management authority	Child helpline
	Saroornagar	GHMC, State government	
Kolkata	Tiljala		Save the children
	Maheshtala	Local authorities, Local CBO and Hospital, Municipal fire brigade	
	Metiabaruz		
Patna	Mithapur		Navjeewan Education Welfare Society
	Ketari Muhalla		Save the Children, World vision
	Banskothi		Navjeewan Education Welfare Society
	Karvenagar	Local authorities	NGO
Pune	Yerawada	MSEDCL, Fire brigade, Pune Municipal Corporation	NGO

City	Locality	Help received from the government	Help received from NGO
	Hingane	Ward office, fire Brigade, Pune municipal corporation	

The *disaster relief from both government and non-government organizations* arrived *less in the peri-urban slums* when compared with urban slums. Nearly 70% of the urban slums received help from both government and NGOs, while 60% of peri-urban slums received help from the government and only 10% of slums received help from NGOs.

Key Opportunities

The marginalised communities and children's conditions in these communities also offer opportunities to develop and design specific humanitarian interventions for these areas.

The urban specific standards under the Sphere Standards, the global benchmark for minimum standards for humanitarian response (Using the Sphere Standards in Urban Settings), note that "large numbers of cities have pre-existing problems that humanitarian aid could tackle. These include informal settlements where people live in conditions below Sphere's Minimum Standards." While no physical verification of quantum of space and facilities were carried out under the present study, background research shows that the poor in large cities including Delhi and Kolkata often live in space below minimum standards and survive with water quantity and quality that is below the benchmarks, besides other shortfalls in basic amenities. Another common challenge relating to children in Indian cities is the low child sex ratio, which has implications not only in humanitarian intervention but also as a social dimension related to long term resilience building in communities, to be carried out with a balanced and sustainable developmental perspective. It has been established by various international and Indian studies that gender and age influence the ability to act in a disaster, and thus there is a differentiated impact of disasters on adults as well as young males and females. IUCN's Gender and Disaster Statistics, and Oxfam's `The Tsunami's Impact on Women' are among various studies that

highlight that women and young girls are less able to cope with rapid onset disasters due to biological characteristics, and cultural ones including restrictive dressing and practices such as restrictions on learning swimming, which would eventually increase child vulnerability in communities that have highly skewed sex ratios. As per the sex ratio based on the registered births, 2011-2015, there is a consistent decline from 909 in 2011 to 881 in 2015. The sex ratio recorded in Delhi in the 2011 Census was 832.

Such indicators point to a low level of development that has widespread implications in terms of underlying risks, and also creates challenges in the aftermath of a disaster by exacerbating the impacts. Lack of institutional support or recognition delays the process of getting aid and facilitating long-term recovery, with direct implications for humanitarian agencies in terms of identifying recipients of aid who qualify as legal and will be approved for support by government agencies, increasingly becoming a prerequisite for accountable aid operations. Even for long-term risk reduction through a developmental approach, the navigation of the system to access municipal services such as piped water or toilets with sewer connections is a techno-legal challenge for such communities. While it is noted that the presence of humanitarian agencies in such cases can help the marginalised community to deal with the situation more effectively, the ground reality is that most CSOs working in these cities are developmental organisations with specific thematic specialisations and limited ability to spread across sectors to address underlying risks towards risk reduction measures, and similarly to connect with the multiple departments to constitute a comprehensive humanitarian response.

On the one hand, where due to high vulnerability to a range of disasters, most parents in the urban and peri-urban slums were concerned about the health, wellbeing

and future of their children. On the other hand, many key stakeholders lacked the understanding of what children need at the time of disaster. Part of the problem also emerges from the fact that children as a category include a wide range of population from 0-18 years which vary in terms of their needs, growth requirements, activities and response to any disaster situation. This gap presents an opportunity to create detailed profiling of children and their requirements and also offers the opportunity to engage with the children and the communities to design a comprehensive children-centric humanitarian response. Such an approach will need to ride on CSOs present in the cities and through capacitated community-based organisations and volunteer groups. It is in this regard that clear operating procedures and subsequent capacity building interventions emerge as critical needs. Such actions, carried out in alignment with municipalities, local Civil Defence units, and outreach initiatives of the state disaster management authorities, will help bridge the gaps between the government-led response systems and community actions. This will also allow locally-led initiatives to plug into the emergency planning, through the relevant Emergency Operations Centres and the Emergency Support Functions therein. During the survey, it is found that nearly 18% of parents confirmed that they lack capacity and awareness of major disasters, and respondents from 11 out of 15 localities showed a willingness to receive training. Though there was no direct follow up questioning on the nature and design of such training, it can be derived from the other aspects of the conversations and the literature review that such training needs to be highly contextualised and may be best delivered through institutions and trainers from the local area with the relevant knowledge and skills. Units of the National and State Disaster

The Institutional Complexities of Cities:

The multiplicity of authorities discussed above manifests at the basic level in all cities as illustrated below, necessitating a well worked

Response Forces, Civil Defence, and state-level institutions of disaster management or administrative training institutions with disaster management units, for example, YASHDA in Pune, BIPARD in Patna and NIDM in Delhi regularly are conducting such training under their mandates, and such local agencies can be identified for this purpose with adequate alignment ensured for design and delivery of such programmes.

A major challenge of dealing with cities generally, and peri-urban areas specifically is the lack of clearly defined governance structures, as observed for the case of Delhi and discussed as follows. The multiplicity of governing mechanisms with different departments dealing with different aspects of well-being in itself brings in a level of complexity. Delhi has administrative powers are distributed across the Government of India, Government of National Capital Territory of Delhi, Supreme Court, and the Lieutenant-Governor, ensuring that people seeking any welfare inducing interventions or redressals have no clear pathway to follow. Consequently, it is crucial to identify the government stakeholders who are responsible for services that enable disaster risk reduction and response, and in particular children's well-being in all phases. Further, in peri-urban areas, this is exacerbated as they either fall outside physical infrastructure networks such as water and sewerage or worse, fall outside municipal jurisdictions which in the case of Delhi happen to move them under the states of Uttar Pradesh or Haryana. The complexity of the flood management aspect of Delhi is covered by the National Capital Region Planning Board in its Functional Plan on Drainage for National Capital Region, wherein the water inflows from neighbouring states are underscored in their complexity in managing floods and drainage for the city and its periphery.

out a strategy of engagement with multiple stakeholders.

State:

- Revenue Commissioner, SDMA
- Development authority / TCPO / PWD for long term DRR and infrastructure

District:
- District Collector, DDMA
- Education Department
- Social Welfare Department
- Other line departments

City:
- Municipal Commissioner/Executive Officer
- Mayor and Councillors
- Health and engineering departments
- Peri-urban:
- Panchayats

It is also a fact that standardization of kits such as food, education, awareness and hygiene has worked out well in the experience of SCI and partners, and that cash transfer has also been a good initiative.

A recent example of a complex situation in this perspective arose in the city of Puri when it was struck by Cyclone Fani in May 2019. The cyclone knocked down power lines and poles in large numbers, leading to a blackout in the city that lasted almost a month. As a result, water pumping stopped and there was no supply of water, at a time when storm surges had contaminated non-piped water sources such as ponds and handpumps. The impact on livelihoods, food, water and health was severe, and Puri is a city already identified as a hotspot for child abuse and trafficking, thus raising concerns of children's safety. For humanitarian response in this context, a basic requirement was liaising with multiple agencies to enable cohesive assistance, including the Municipality, the Department of Water Resources, and the Social Welfare Office.

On a similar note, Greater Hyderabad Municipal Corporation in Hyderabad plays a central role in the planning and management of emergency functions, but the 2020 floods caused by a deep depression resulted in unexpected damage and gaps between the delivery of municipal services and disaster relief in many pockets. Impacts of Cyclone Yass in Kolkata and the floods of 2021 in Patna were very similar, and the study being close to these events they were referred to by the stakeholders as they brought forth inter-linkages of service delivery, and the less visible impacts of waterlogging that is a concern for the residents of low-income settlements but not seen or heard much at higher levels. The cyclone experience also leads to the need for underscoring of complex disasters, as besides the complexity of the urban setting, such events are now showing multiple layers of impacts, many of which often go under the radar.

Key stakeholders to engage with:

Considering the above discussion, CSOs need to have a strategy, plan and procedures in place to engage with the following range of key stakeholders, for mounting a humanitarian response in the urban context and to make it efficient and seamless.

- Respective District Collector, DDMA
- Respective Municipal Commissioner, Mayor and Councillors
- Revenue Commissioner, SDMA
- Education Department
- Social Welfare Department
- Other line ministries including PWD, PHED and Health, depending on an aid package
- Emergency response agencies, including fire, police and civil defence
- Development authority / TCPO / PWD for long term DRR and infrastructure
- Communications, IT, broadcasting and allied, for awareness and outreach

A robust mechanism is required where CSOs and all concerned stakeholders converge together with defined roles and responsibilities, and where CSOs are recognised on their specific strength, agility/experience. The most active platform

Groups that operate in many states, which see the convergence of CSOs during an emergency, and also have direct conversations with the authorities and all concerned agencies active on the ground. Their convening power is respectable, and many more than their membership converge in the emergency coordination meetings conducted by the IAGs, often in alignment with the local and state governments as well as UN and donor agencies. Bihar and West Bengal are two states with active IAGs, and their presence is felt in Kolkata and Patna. Pune, Hyderabad and Delhi are not very prominent in this matter, though efforts have been made in the past. It must be noted that many states still do not have active Inter-Agency Groups, and hence this mechanism is not applicable across the country. There is thus certainly a need to develop and pursue such systems at a broad scale, and appropriate advocacy, networking and investments must be made for the same.

Chapter VI:

Capacity Gap Assessment for NGOs

Research Question: What are the *capacity gaps* in the NGO sector as a whole and SC India's NGO partners to prepare for and respond to urban disasters with a child-centric lens?

The Disaster Management Act (2005) and the National Disaster Management Plan (2019) argue that capacity building is an essential aspect of disaster management (NDMA, 2019, 3). According to the Disaster Management Act (2005), "capacity building includes identification of existing resources and resources to be acquired or created acquiring or creating identified under sub-clause (i); organisation and training of personnel and coordination of such training for effective management of disasters" (Ministry of Law and Justice, 2005, 2).

These two documents provide the institutional framework for capacity building, which forms the baseline of support received or procured by the government organisations and hence would also influence the humanitarian response in the country. While the DM Act (2005) doesn't mention children or child-centric response, the NDMP (2019) enlists agencies responsible for managing the needs of children during disasters. Much of the response and responsibilities assigned are based on the notion that children are vulnerable to disasters. Their resilience and capacities are not discussed or outlined either for the consideration of response or capacity-building perspectives.

The National Guidelines on Roles of NGOs in Disaster Management identifies a range of actions for NGOs to pursue before, during and after disasters. In terms of capacity building, it particularly highlights education of field officials and practitioners to address the specific vulnerabilities and capacities of the local area and linking disaster management plans with development plans to ensure mainstreaming of DRR, awareness and sensitisation of general public, schools, and higher education students along with cross-cutting issues such as HIV/AIDS. The role of NGOs is particularly seen as complementary to that of state institutions in terms of mobilisation and public awareness (NDMA, 2010). While the guidelines are broad statements giving a direction for the sector, there have been instances of this being put to practice, wherein institutions such as the National Institute of Disaster Management and Bihar State Disaster Management Authority have specifically engaged with CSOs for the furtherance of disaster management agendas. No instances have however come forth of such interventions in urban humanitarian response with a child-centric focus.

Key Capacity Gaps in NGO sector as a whole and Save the Children

During the field survey, a few capacity gaps are identified in the child-centric humanitarian response, which can be categorised into the following categories:

Lack of clarity and Standard Operating Procedures: While the importance of the humanitarian response is widely acknowledged at the time of the disaster, a lack of clarity about the standard operating procedure, about their primary role, timing, duration, pathways, and the outcome is found to be pervasive at national, state and city level in both government and NGOs. Various recommendations of the National Guidelines for Disaster Management for NGOs are not found to be implemented at the ground level. For example, the GO-NGO platform – suggested for the effective engagement of NGOs through a standard operating procedure is found missing in all surveyed cities (NDMA, 2010). It may be noted that the guidelines are advisory and are not mandated with legal backing. In addition, the gap widens further due to the challenge of municipal

authorities not having a clear strategic plan on humanitarian response, and no clarity of roles, and this leading to ad-hoc arrangements. Political priorities, time taken, lack of panning and lack of a data driven approach in

municipal governance are challenges that have to be worked around, and a conscious operating procedure can do this effectively.

Graph 22: Disaster Preparedness Perception
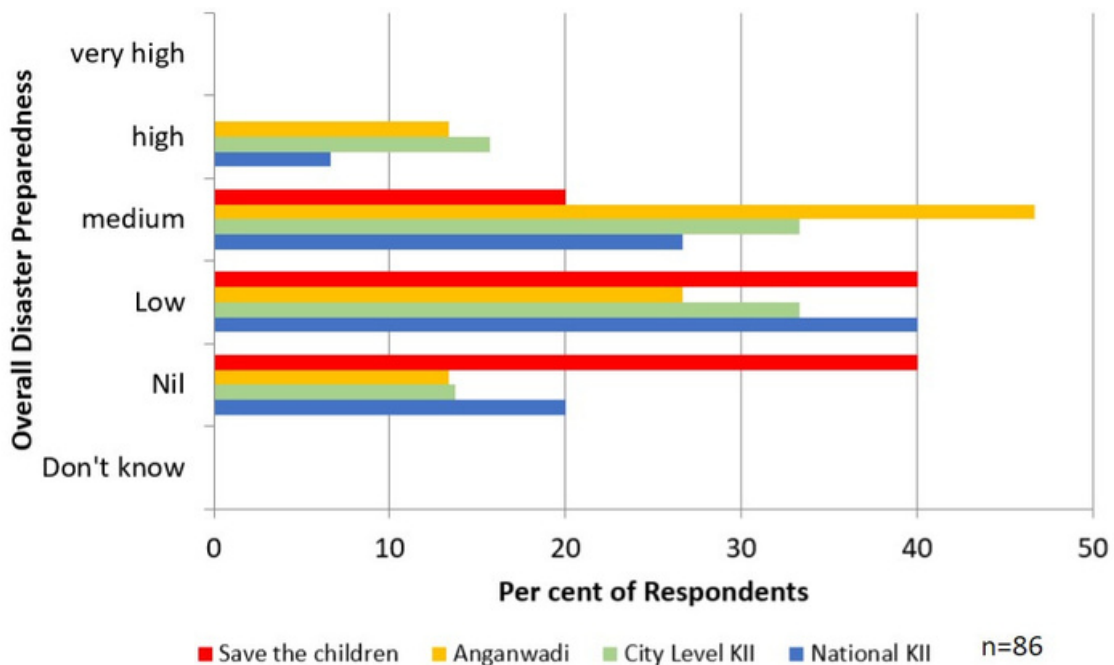
N=86

Perception gap: A significant perception gap is observed in the hazard perception of the communities, children vs. that of city-level key informants from government and non-government sectors. On the one hand, where most parents and children were worried about a combination of both natural and social hazards, the focus of most of the city-level key informants was mainly limited to natural hazards. In Pune, 50% of city-level key stakeholders could note accidents as a hazard, while in Delhi 50% could see fire as a hazard, but in Hyderabad, none of the city-level key stakeholders mentioned any human-induced or social hazard. Variations are also witnessed within groups. When asked about the perception of disaster preparedness as a culture of safety element at the societal level, about 82% of the city key informants feel that there is medium to no preparedness for disasters in the country. Besides, 35% felt that planning for disaster response in the country is medium, 31% found it low and 13% felt it missing.

Limited outreach: A clear trend is observed in the source of hazard information received by children of different age groups. It emerged that in the study sample, parents (45%), schools (26%), television (17%), and friends (6%) are the main sources of knowledge about hazards to primary school students. The role of other factors emerges as significant for older children, including social media (8% as compared to 2% for primary classes), newspapers (10% as compared to 1% for primary classes), and NGOs like Save the Children (20% as compared to 2.6% for primary classes). The increase of impact of external factors is related to the increased exposure levels of children as they grow to secondary and senior secondary levels and is indicative of the media that can be deployed for outreach. NGOs can reach older students but not younger students, and it must be explored whether directly communicating to them through school programs is beneficial or is better to provide information through intermediaries like parents or closer community groups.
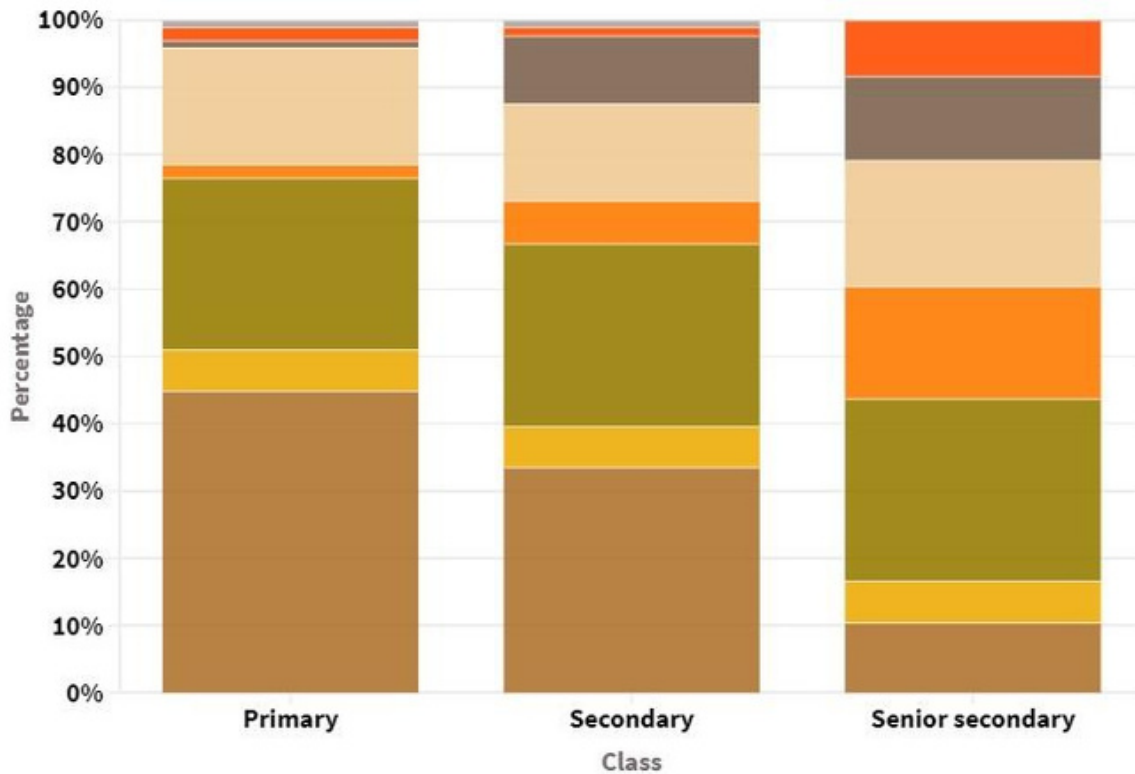
Children's survey (N=275)

Implementation gap: A substantial gap emerged in the survey between the planning and implementation of the disaster management act, plans, and policies in the country, particularly those relating to children. Nearly 31% of the city and national key stakeholders mentioned that they do not know about any policy regarding children, while 7% of the respondents believed that these policies were not properly implemented.

An important reason noted by Save the Children team is the complexity of the urban governance system and the lack of standard operating procedures (SOP) for NGOs to engage with communities, which is not the case in rural areas. This gap also emerges from different understanding, openness, and level of collaboration between government and non-government organizations. On the one hand, where the Pune Disaster Management Plan discourages the involvement of NGOs as it increases the inequality in terms of aid received by the community (under its section on `Recovery Measures, Rehabilitation and Reconstruction it states "Many NGOs approach the community directly to provide aid in kind.

They should be disallowed because the distribution of the aid is likely to become imbalanced and essential items do not get distributed evenly.") In the case of Patna, while the city still does not have a disaster management plan, the District Disaster Management Plan is underway and is to be used as guidance by the city.

The approach of the plan studied as part of this research suggests an active involvement of NGOs in disaster response., including for "Urban Environmental Planning and Management, Public Health in Emergency, Waste Management, and Disaster Management Planning" (BSDMA).
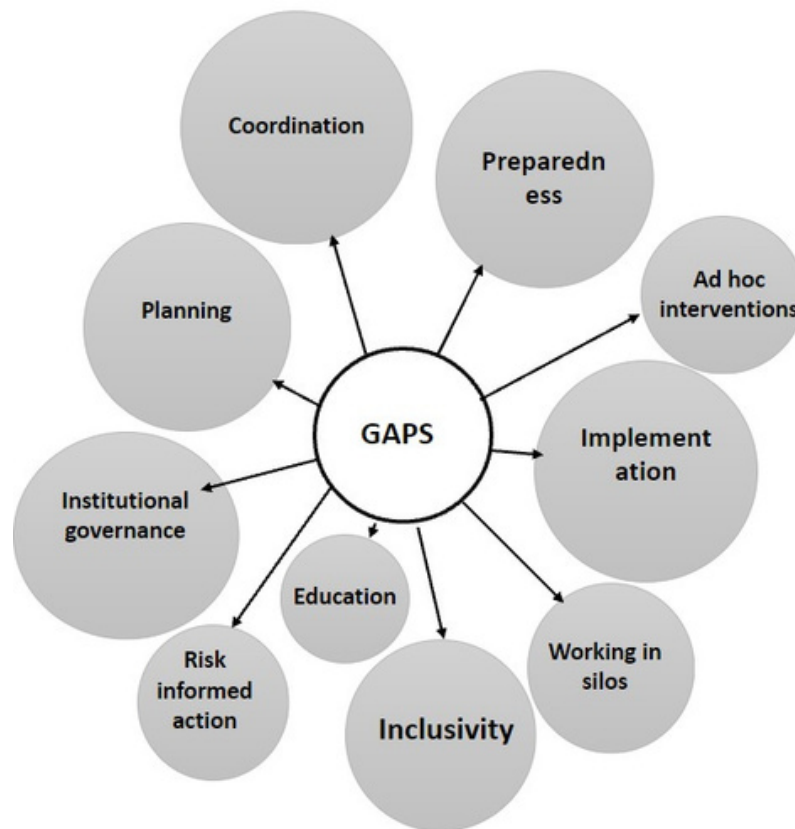
"When responding to a particular disaster, one can observe there is chaos in between the government authorities and law enforcement agencies, etc. This affects the field teams who are the first responders. The lack of co-ordination affects procurement of essential supplies and first-hand response equipment."
-Sujata Kodag, Eco Logic foundation, Pune

"Cities have a huge opportunity to organize themselves. We still have not been able to do this partly because of the governance system. Within urban governance, there is no space for disaster risk governance. These bottlenecks could also be spaces of opportunity. There should be risk-informed planning of cities and managing risk on a day to day basis. Who is managing the risk would be a major question."
-Dr Sarbjit Singh Sahota, UNICEF

"What we see here is a very fragmented nature of the response, from all the stakeholders. Because there is no nodal agency so to speak to look at a very efficient way of addressing this issue of urban response. It depends upon the mandate. If you are to create a structure, then you will do that without talking to children or women. The organization meant to work on the issues of women will look only into that. So, everybody has a fixed territory where they work. But how it would be a collective effort, it has to be built in the non-response time."
-Shivangi Chavda, Global Network for Disaster Reduction (GNDR)

Partial treatment of risk: A gap is observed in both understanding and addressing the risk holistically at the ground level. The interviews with key stakeholders at the national level revealed that even to date most of the disaster response is centred on post-disaster relief and rehabilitation in practice. While several plans and guidelines are addressing

holistic disaster risk reduction, gaps are prevalent in both knowledge and practices at the local level.

The Sphere Urban Guide looks at this as a people-centred or asset model. Assets include physical (belongings, land, a property); economic (money, jobs and opportunities, livestock); social (including friendships and relationships, connectedness); human (for example, knowledge, skills and abilities); political (the organisation of power, such as community groups, slum groups or political parties); and natural (land, water and the functioning of ecosystems) (Sphere, 2020).

In contrast, the nature of relief and response by NGOs focused on a few elements including education, nutrition, training and relief provision. The current fieldwork reconfirms the findings of the previous studies by SEEDS that many risks faced by the urban slums, such as road accidents and abuse are not paid enough attention and disaster management activities continue regularly. Mental health is often not accounted for, but also emerges as an area of concern, particularly for children.

While a number of factors affect a community's level of acceptable risk, the understanding emerging from the study points to a need for use of proxies for risk tolerance. A broader study of community behaviour and assessment of risk tolerance is required to understand this dimension better.

Inadequate understanding of children's needs in pre-, during, and post-disaster phases:
While active enforcement for protecting children during a disaster, an overall gap is a witness in understanding the need of children from different age groups in different phases of disasters. Dr Achal Bhagat, Psychiatrist and Founder of Saarthak Foundation, has spoken about how trauma can leave children with what he calls 'characterological impacts', things that aren't measured but can manifest down the road. "Children react in different ways to trauma than adults, and children of different ages may also have different reactions. For example, one of the major thoughts that come through to a child is that **Major challenges faced by NGOs**

this has happened to me, anything else can happen to me. The feeling of not having control means younger children may become scared and withdrawn. On the contrary, an older child may become daring, experiment and take risks" (Viswanathan and Sharma, 2019).

Focus Group Discussions and participatory appraisal exercises in the cities under study reflect a consistent set of concerns around the need to address specific requirements of children. Community respondents comprising parents and caregivers in Patna specifically spelt out that survival care is required for children in the 0-6 year age group, whereas the 7-14-year-olds need more support to focus on their education as they are in the formative years where educational foundations getting disrupted can have long term impacts, and 15-18-year-old children need more support in the area of skills and training, as they are moving into their livelihoods and need to find a footing, which becomes even more critical in the post-disaster contexts.

Similarly, from Karvenagar in Pune, teachers and students recounted how after a sudden heavy rainfall and waterlogging school had to be suspended and it became a challenge to manage the children and to get them safely home. Two teachers in the school where the discussion was conducted had played a crucial role in managing the situation, but there were no set protocols to follow and no support systems in place. In such a situation meeting the immediate needs of children who are scared and stuck in school is a complex task for a school community and need adequate planning and provisioning. While some support like food while being stuck is standard, students of different age groups need a different kind of support in coping with the situation and in getting home. Parents and older children also have a potential role in supporting the school system. The need for adequate planning in light of such incidents set to become more frequent in the face of climate change was underscored.

Figure 30: Major challenges faced by NGOs

"During a disaster, if the transport lines are not working, it becomes difficult to establish contact with the community we are working with, the children in this case. That is why one needs communication centres so that one can keep contact."
-Anthony Jadav, Deepgriha Society, Pune

"One should have an idea as to who first responders are and how can one get into contact with them at a time of disaster."
-Mathew Koratiyal, Sarv Seva Sangh, Pune

"If we go to help someone, then there is a challenge in telling an identity because we would not have worked at such a big level that everybody recognizes us. We do whatever we can to help needy by ourselves."
-Alam Gir, Purvi Dilli Aapda Prehari Forum

"If there is no community structure and you don't know whom to reach and how to reach, that is a challenge. Understanding of urban vulnerability is also a gap."
-Mintu Debnath, Save the Children

"From our organization, we have executed program on School safety and Child Centric Disaster Risk Reduction and Management at Govt School as well as in our specific locations of communities with the close network and coordination of Govt Disaster Management Department & State Level Inter-Agency Group (IAG)."
-Narayan Chandra Chakraborty, CTD, Kolkata

Fortunately for India, there has been no mega-earthquake, which killed over 220,000 scale urban disaster of the kind that the persons when it struck the city of Port-au-country can expect given its vulnerability Prince, seems extreme but is not an profile and high growth rate of cities, that too impossibility in the teeming cities along the with two-thirds of the cities growing without Himalayan Arc. A key lesson from Haiti was any Master Plans. The scenario of a Haiti aid agencies themselves are vulnerable, and

many suffered heavy losses in the earthquake, thus rendering them incapable of immediate response. Thus, the need for protocols, including team safety and rapid and efficient response, with child-centric work in such situations is a critical requirement.

Involvement of children in the planning of humanitarian response, and operation of child friendly spaces, a stated USP of the approach, have been significant challenges across multiple contexts.

Chapter VII:

Capacity Building of NGOs to Address Gaps

Research Question Assessed: How can the internal capacity of SC India, other NGO partners, and that of the sector be built to address these gaps, in terms of content and pedagogy?

While a range of capacity gaps are identified during the fieldwork, in terms of developing the internal capacity of Save the Children and partner NGOs, a few key areas are identified that would help to address the challenges faced at the local level.

Strengthening the internal capacity of Save the Children India and partner NGOs

A comprehensive child-centric plan for humanitarian assistance: The key informant interviews highlighted two different approaches adopted by Save the Children and other partner NGOs for humanitarian assistance. First, long-term need-based interventions, and second, ad-hoc assistance based on disaster occurrence. Abrupt intervention in case of a disaster has several challenges in terms of approach, delivery, and outcome. These get aggravated due to inadequate understanding of the spatial setting of the response geography, local politico-cultural issues and pre-established relationships of trust with communities and local stakeholders. Therefore, a comprehensive child-centred framework is suggested as an approach for humanitarian response in disasters for Save the Children and partner NGOs.

An integrated focus on Disaster Risk Reduction and Climate Change Adaptation: The ongoing humanitarian assistance by Save the Children and partner NGOs are found to be disaster specific or addressing the need for a specific issue, for example, training provided by Save the Children to the local volunteers for water-borne diseases in Patna. There needs to be an integrated approach for community participation including children that focuses on potential sources of current and future risks in the face of climate change to ensure sustainability. Considering all these aspects would help deal with a range of possible hazards in the community, and simultaneously, it may also open different avenues for collaboration and potential sources of funding that may not be directly linked to humanitarian response.

Clarity of actions: Although humanitarian assistance is based on need, the national key informant interviews also highlighted that there is a lack of clarity about what children need. The national disaster management act, plan, and policy club all children of different age groups, gender, and with varied capacities into one category. It has also emerged in the discussion that psychosocial impacts and needs of children are not systematically planned at all levels and left to the parents and surviving relatives to handle. The dominant-negative emotions among children are found to be fear (58%) followed by worry (12%) and sadness (12%). The field survey also highlighted the concerns of parents in dealing with the emotional issues, stress, and depression of children, which is another important area for capacity building. The impact of Save the Children and partner organizations can be strengthened with a detailed profile of children within a community, which is not just based on their needs but also strengths and capacities. There is also a need for articulating clear actions and pathways to build leadership, partnerships, and resilience of children to deal with their complex hazard exposure in marginalized communities. This will be best led by local

partners organisations and supported and facilitated by Save the Children, under a comprehensive strategy and operational protocol framework.

Capacity Building through Content and Pedagogy

The capacity gaps discussed in the previous section highlight the need to develop both content and pedagogy to address the emerging changes and challenges for humanitarian response. It is also evident that learnings are not necessarily synonymous with teaching material. We attempt to explore means to improve content and pedagogy here.

Content: Five areas where the capacity building of SC India, NGO partners and the sector as a whole would be useful are as below. These include nuanced elements that are not articulated in the needs assessments during primary surveys carried out under this study but emerge from a deeper context of improving the ecosystem and support capabilities that will address the more evident gaps.

- Purpose and fundamentals of disaster management, humanitarian response and risk reduction in the urban setting

- Soft skills – writing proposals from the ground up, budgeting, social accountability

- Improving interactions with the community and children

- Dealing with internal power structures and having a gender-balanced lens

- Dealing with unexpected challenges (shutdowns, permissions denied, a second emergency while responding to the first)

Pedagogy: The pedagogy best suited to such capacity building would follow a blended approach – combining online learning, case methodology, simulations, and face-to-face interaction. Understanding conceptual frameworks and basic elements of what goes into an efficient and effective humanitarian response are essential. Working around the usually extremely busy schedules of humanitarian practitioners, this part can be taught through online or distance learning

tools to allow for people to learn at their own pace. Case learning can be brought in to illustrate every concept and bring connections that help ground theory in practice. However, humanitarian situations are unique and often unpredictable. Understanding the theory is one thing, applying (or adapting it) amidst chaos and under extreme pressure is another. Simulation exercises can help bring theories into context, giving people a true idea of how to deal with situations.

Facilitators: Capacity building of SCI field teams and those of local partner organisations will be best facilitated by practitioners who have had on-ground experience and truly understand local nuances. A sustainable and effective system would be to deploy practitioners from within Save the Children and partner networks to play this role, with adequate support in terms of clear protocols, training tools and even training to train, all of which can be built into the first phase of such a capacity-building programme. However, that needs to be complemented with the ability to train. Knowing what will get through to an audience and being able to pivot their style to instil concepts is as important as speaking authentically to the content.

Accessibility: The largest capacity building study on disasters undertaken in India found that the capacity of about 8.61 million people ranging from government officials at all levels to NGOs and volunteers need to be strengthened across the various sectors of development that have a role in disaster risk reduction and response (NIDM, 2015). Courses are not always accessible or affordable for everyone in the sector. Finding ways to make such training a more widely practised and integral part of humanitarian work will be key to improving how the sector functions. This also becomes critical in terms of planning for surge capacity in times of a large-scale emergency, or multiple parallel emergencies as is becoming more common.

Monitoring: The same study, carried out under the National Cyclone Risk Mitigation Project of the Government of India, also found that at the time (2013), very few disaster management courses were formally accredited or certified. Clear assurance standards needed

to be developed. Beyond that, even trained professionals have shown they are not always good at implementing this. Within organisations like Save the Children and their

partner networks, it would be imperative to align training with changes in job performance.

"Earlier we were only providing them relief kits. The conversation about inclusivity was not there before. Now, these are incorporated, and proper planning is done. Community participation, ownership etc. have been included in the proposal itself so that whenever there is relief work, it is not the organization that is doing it but the community is coming together to work. The ownership has increased"
-Tushar, Plan India

"The partnership model of INGOs versus the national, local CSOs needs to be more equitable and more in the spirit of partnership, rather than a subcontractor kind of relationship. I think I think if we can improve on that, that will help the entire sector."
- Mihir Joshi, SEEDS

Figure 31: Areas for building capacity

Bridging perceptions, capacities across donors, NGOs, frontline workers

Graph 24: Coordination among NGOs (City-level NGO Survey)
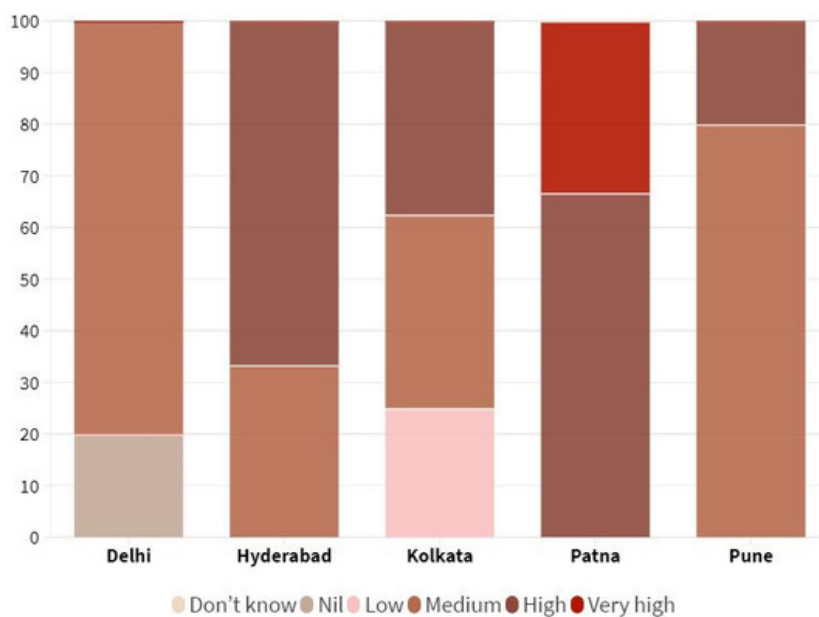
City-level NGOs(N=27)

Graph 25: Coordination with Government Agencies (City-level NGO survey)
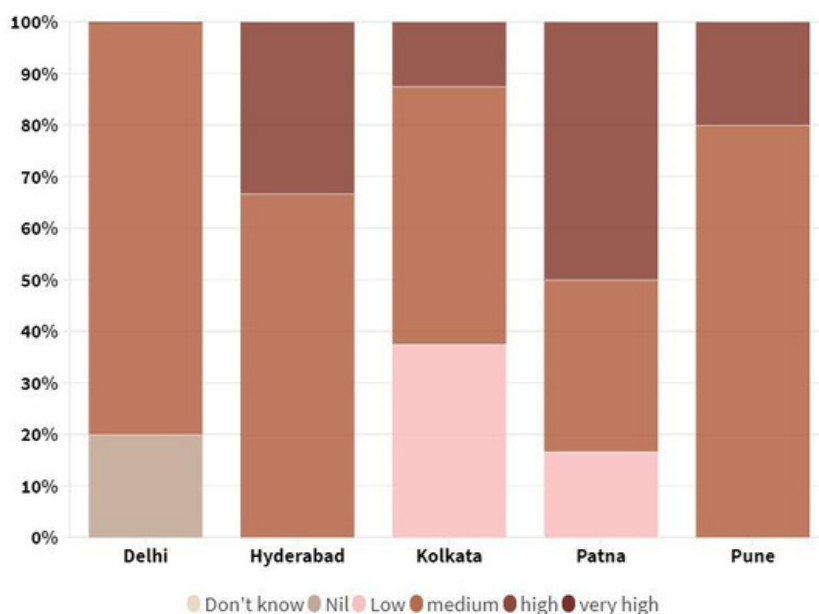
City-level NGOs(N=27)

NGO teams have a perception that is very
different from local frontline workers such as
Anganwadi workers, field workers of
government departments and community
volunteers. They see a higher level of risk and
a lower level of local capacity. Their concerns

don't seem to be fully appreciated by their
local partners in action.

" Challenges are mostly when we work for disaster management and the beneficiary selection is very tough. That's why there is a dependency on donor and then the priority of commodities, and sometimes it is not in our hand and so it is decided by the donor agency. " -Mukul Haider, Seva Kendra, Kolkata

Alignment on risk perception, including Climate Change

There are different perceptions about climate change among the NGOs working in cities, where some are aware of the term in a broad sense while some are aware of many nuances or sectoral impacts. Different perceptions respondents associated with climate change:

Climate and weather are perceived interchangeably

- Climate changes are known but their impact is not well understood
- Extreme heat, rainfall. Attributing to big the events like the super cyclone
- Day to day impacts largely missed
- Child-centric impacts and opportunities largely missed

"Due to the climate change, we have seen that air is mostly humid, so we feel

excessively hot in our area during summer. The nature is losing its natural balance."
-Biplab Chakraborty, Albero Della Vita (FADV), Kolkata

This is mainly on cultivation. Accordingly, farmers are finding farmers are in difficulty coping with their Cropping pattern. That is the impact of climate change.
-Mukul Haider, Seva Kendra, Kolkata

Graph 26: Children's Participation in Disaster Mitigation

Legend: Don't know, Nil, Low, Medium, High, Very High
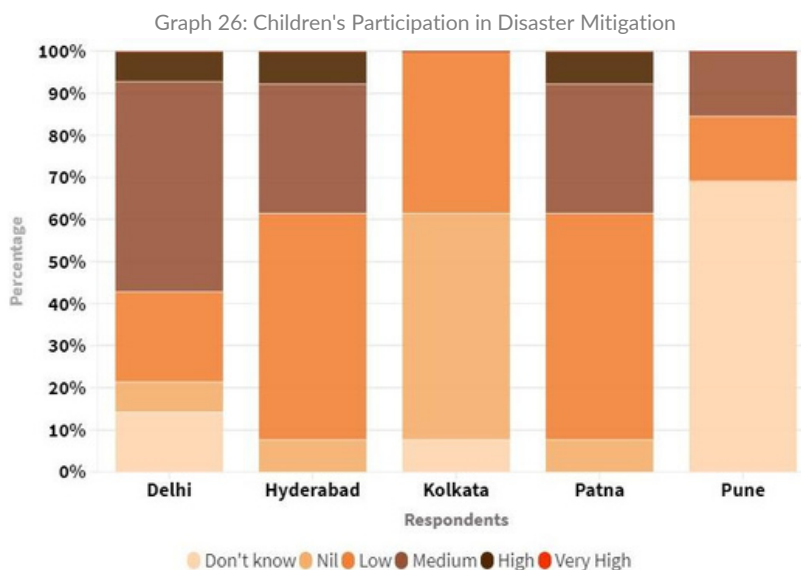
N=66

Lacking Children's Participation in Disaster Policymaking

As can be observed in these few graphs, children's participation in all stages of disaster management remains extremely low, and the lack of their representation in decision-making and implementation is also reflected in the policies failing to properly reflect their interests.

Graph 27: Children's Participation in Disaster Preparedness

Don't know ● Nil ● Low ● Medium ● High ● Very High

N=66
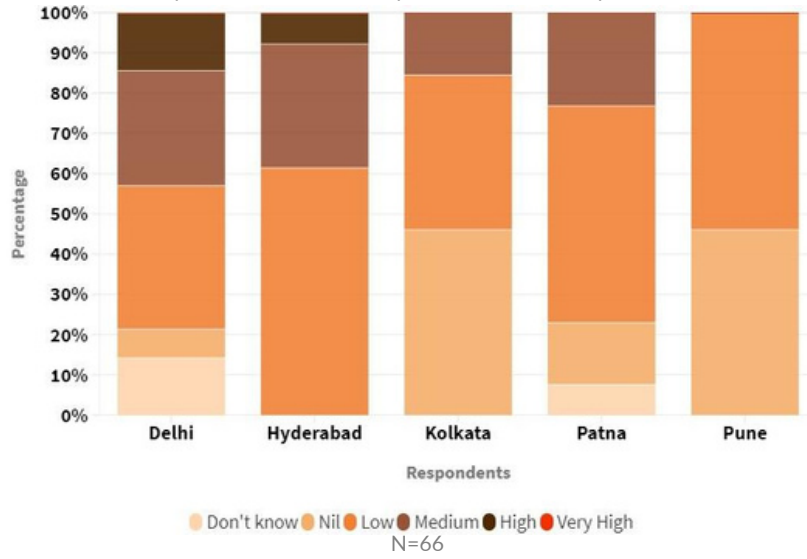
Graph 28: Children's Participation in Disaster Recovery

Don't know ● Nil ● Low ● Medium ● High ● Very High

N=66
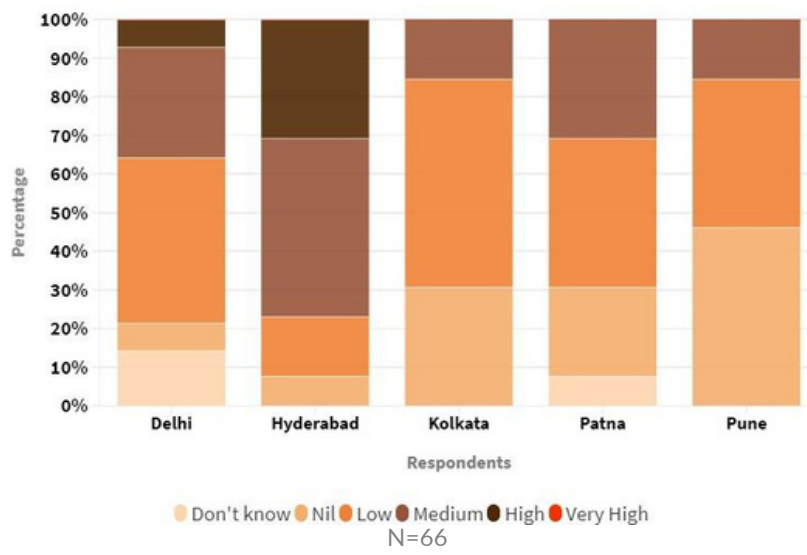
Graph 29: Children's participation in Disaster Response

Don't know ● Nil ● Low ● Medium ● High ● Very High

N=66
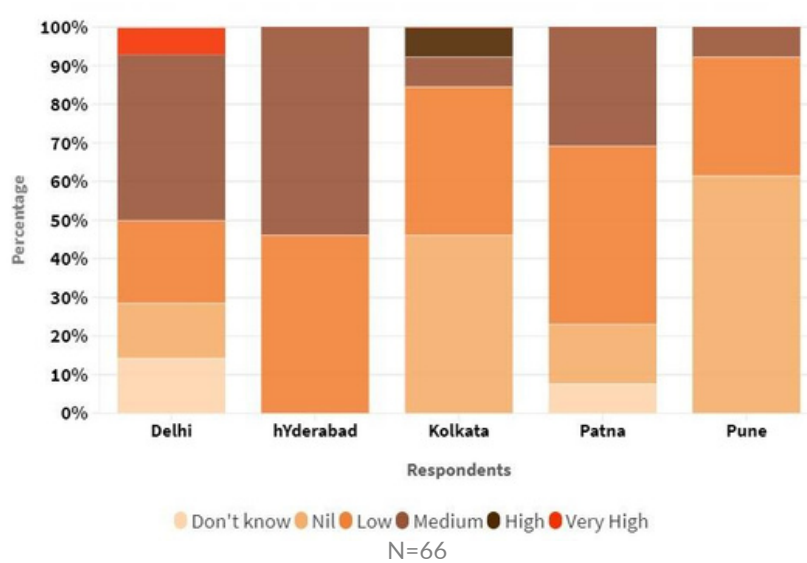
The concept for a comprehensive approach for child-centred humanitarian response

The framework outlines three levels to identify response activities. These include:

1. Context: It is essential to understand the specific needs and requirements of the communities, in particular of children, disaggregated by girls and boys, to outline humanitarian response. In the current study most of the marginalised communities are found to be exposed to complex hazards, which involve a range of natural, and social hazards the combination of which varied across cities. Some of the common issues, that impact with varying intensity, noted in these communities included flooding, waterlogging, fire, lack of sanitation facilities, accidents, alcoholism, and abuse. While the issues raised by the community are a mix of hazards and social issues, the perspective needs to be of addressing all these as risks to children that intensify in the situation of a disaster, and therefore they need to be planned for.

2. Focus: The humanitarian response also needs to focus on the activities that fulfil the needs of the marginalised communities during disasters and take care of the fact that their actions do not enhance the risk for future disasters. Therefore, planned actions must include aspects of sustainability and climate change in the short and long term.

3. Actions: The framework divides humanitarian actions into three categories of practices, advocacy, and relational activities. It is critical to design and select actions across all three categories to have effective participation and long-term engagement of both communities and children into humanitarian response.

As a conceptual framework, this allows us to take a view of the larger picture and helps put various elements of the responsible approach in perspective.

Figure 30: Framework for Children-Centric Humanitarian Work

Emphasis on
child-centric
disaster management
in DM Act and Policy

Learning
disasters at
every level of
schooling
beyond curriculum

Advocacy

Accountability
and partnership
for child safety in
disasters

Establishing
Trust

Nutrition &
survival kit

Action

Nurturing local
leadership

Counselling

Practical

Relational

Practical
lessons/drills

Building local
connections

Climate Change Mitigation
and Adaptation

Focus

Sustainable
Development Goals

Disaster Risk Reduction

Context
Community (slum)

Society (urban)

Economy

Environment

Chapter VIII:

Universal Principles, Good Practices & Innovation in Humanitarian Response

Research Questions Assessed: What international and national good practices are worth learning from, and what adaptation will they need to be applied in the Indian context? Which principles will be universal, and what local adaptation of practices will be required? What innovative approaches can be taken to get children and their families at the centre of urban humanitarian response and planning processes?

India is a signatory to the Sendai Framework for Disaster Risk Reduction and the Sustainable Development Goals (UNDRR, 2015; UN, 2015). Disaster response is an integral aspect of these global frameworks, which not only provide ways to approach disaster preparedness and response in a more holistic manner, but also take into account various social, environmental and economic aspects of human vulnerability and response. Keeping these frameworks at the forefront of the planning of humanitarian response will help to address the problem holistically and have a more lasting impact both spatially and temporally.

8.1 Key Findings from the Study

- **Good Practices:** Platforms, assessment, audits, report cards, and visualisations
- **Universal Principles:** Children as leaders and not victims; inclusive and leaving no one behind; combining local frugal capacities with overarching policy and/or tech4good

  Local Adaptation of Practices Required:
  All good practices thrive in a given context and require local contextualisation and adaptation. They need to be transferrable.

- Innovative approaches with children:

- Gamification in a hybrid world, focusing on anticipation

- Age and gender stratified strategies (younger children – direct contact; older children - media-based, according to the results of the study)

- Engagement with governance system (esp. Ward Councillors, RWAs). Neighbourhood as a basic block of urban systems.

- Communication and media roles

- Innovative approaches with their families: Target fathers and RWAs /Mohalla Samitis

### Innovations according to teachers and principals

While nearly 28% of respondents were aware of some sort of innovation relating to children's education such as *games, activity books, WhatsApp, and workshops*. Non-conventional, non-textbook, non-lecture approaches are perceived as innovative across stakeholders and cities. Learning spectrum changes with age, preference remains on non-conventional means

Graph 31: Source of Hazard Information for Children
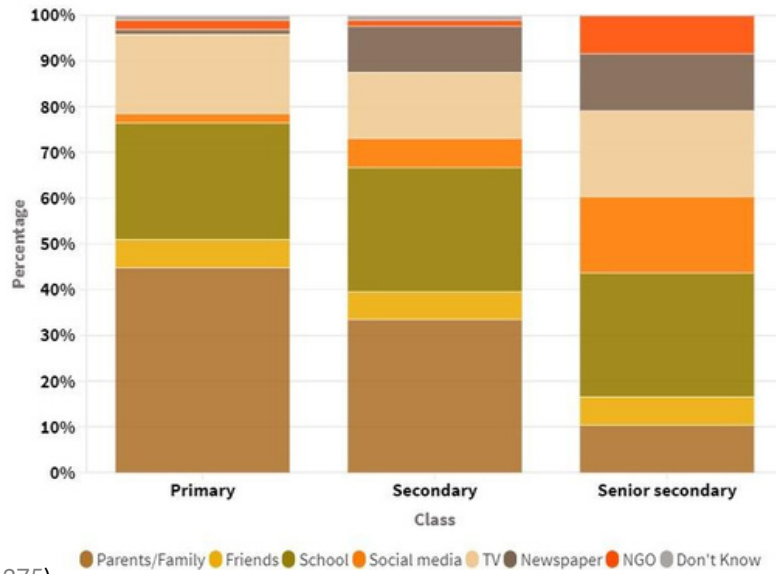
Children's survey (N=275)

Graph 32: Major Support Received in Recovery (Parents' Survey)
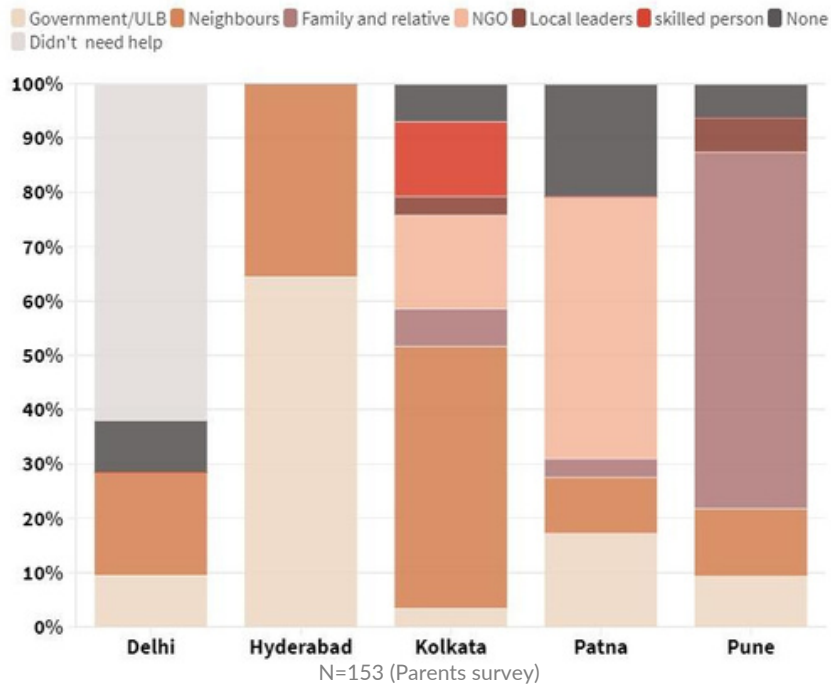
N=153 (Parents survey)

- More children from secondary and senior secondary classes said that they learned about hazards from *social media, newspapers, and NGOs*

- *Peer learning* (friends and school) has almost the same importance across the three groups.
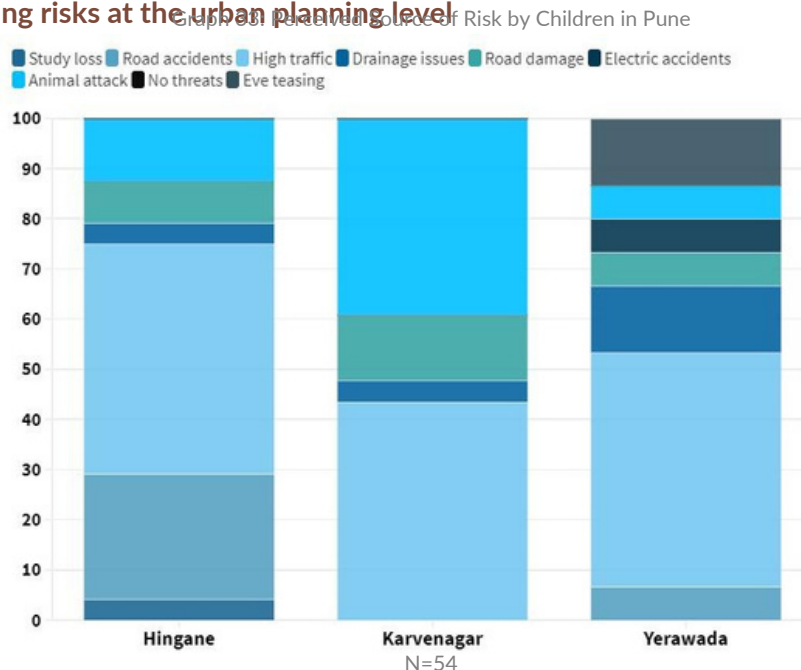
Neighbourhood as the basic block

- The neighbourhood would be the *basic block* of designing community-level innovations. Across the cities, a majority of

"How our didi comes here and gives information related to the disaster, if in the same way other people are given information about the disaster to other children, then the children can work better at the time of disaster."
-Laxmi, 11 yrs, Delhi

people (24%) said that their neighbours have helped them in case of recovery. Since the people in a neighbourhood

experience more or less the same risks, people can empathize better in the setting.

- The respondents have said how they supported their neighbours and how they feel *that they are in this together.*

Address underlying risks at the urban planning level

Graph 8.1 Perceived source of Risk by Children in Pune

- From the PRA activities conducted, groups from 11 out of the 15 localities prioritized *willingness to learn and have a role* in handling emergencies

"I think we should also have some training and role because all of us women stay at home in the afternoon and men are on all work and if something like this happens during this time at least all of us can handle such a disaster"
-Neetu, Housewife, Delhi

The Way Ahead

- *An acknowledgement of the lack of awareness of potential disasters and response by the community members.* Nearly 18% of parents acknowledge that they lack capacity and awareness of major disasters and another 17% identified behavioural issues among children, such as not adhering to advised routines and engaging in activities and play considered as risky by parents, as a major challenge.

- *A willingness to receive training and other support.* Respondents from 11 out of 15

localities showed a willingness to receive training in the PRA activities.

- The top concern remains the status of education (61.4%), and the safety of children (31.3%). Other concerns included health, nutrition, and social concerns.

- Innovative approaches can thus target children, teachers, education, town planning departments, neighbourhood level leaders, and local women, wherein engaging processes can be taken up, focus on non-conventional approaches for awareness, skill-building, risk assessments, action by all, leading to immediately visible impacts through the use of digital media but backed by human engagement.

8.2 Universal principles

Some principles cut across countries, cultures and communities. These are fundamental to all urban disaster preparedness and response initiatives. It is vital to consider these universal principles in the design, planning and implementation of humanitarian response.

1. **Community-Based Disaster Risk Reduction (CBDRR):** The golden hour after an emergency strikes, the time that most lives can be saved, is the period when neighbours and communities are most often at the forefront. This is particularly true in the most vulnerable and hard-to-reach neighbourhoods. Communities are recurrently identified as the first responders both internationally and nationally (NIDM, 2014), and they need to be engaged and empowered like that.

   Parents are the key intermediaries for child-centric approaches. During the survey, parents are found to be the major source of support for young children (91%) followed by teachers (4%). Children from secondary and the senior secondary classes also mentioned that friends (2%) and siblings (2%) helped them during difficult times, which indicates an important role of the community in dealing with disasters.

   Some encouraging characteristics of marginalized communities in terms of developing child-centric disaster response planning include the following:

   - An acknowledgement of the lack of awareness of potential disasters and response by the community members. Nearly 18% of parents noted that they lack capacity and awareness of major disasters and another 17% identified behavioural issues among children as a major challenge.

   - A willingness to receive training. Respondents from 11 out of 15 localities showed a willingness to receive training in the PRA activities) and

   - A common concern about the education (61.4%), and safety of children (31.3%).

   Sustainability: All physical development

2. either creates, reduces or exacerbates disaster risk. Climate change has now been established as a significant factor in disaster risks. All the three agreements of SFDRR, SDGs and the Paris Agreement emphasise the integrated implementation of the agreements to reduce disaster risk and bring sustainability. In urban areas, humanitarian organisations are always forced to walk the thin line between social needs and increased risk. Concerning the Sustainable Development Goals, SDG 1, 11 and 13 are of particular relevance here. Understanding this dichotomy and working with different stakeholders within the system to assist families without creating additional risk is vital. Humanitarian response for disaster recovery, particularly under the 'Build back better' policy offers an opportunity for the combined implementation of SFDRR, SDGs and the Paris Agreement. It is important to note here though that the lack of data in our context makes a sound judgment and targeted actions challenging, and the availability of reliable data is a gap that needs to be addressed. For building a system of understanding from the ground up, a collaboration between CSOs, academic institutions and local governments in reporting losses during disasters can be of significant value. From the study area in Delhi, Purvi Dilli Apada Prabandhan Prahari, local CSO, has been active in preparedness and relief activities related to small scale local emergencies. They often have to deal with incidents where a very small number of families are impacted, such as annual flooding in the River Yamuna that affects families living in hutments in the riverbed. Due to the informal nature of the houses, lack of legal land tenure, and associated challenges, while they can liaison with the local authorities and ensure support of food and water aid, and temporary shelter in tents, they are unable to help the families access emergency education support, social protection for women and children, and rehabilitation support. Similar examples can be found in almost all large Indian cities, wherein informal settlement dwellers fall through the cracks. This gap can be filled best by the suggested collaboration between CSOs, local government agencies and other stakeholders.

3. **Trust:** The role of trust has been particularly found to be significant in disaster response (Eiser et al 2012). Winning the trust of the community, however, takes time. Working on a short

project timeline of six months to two years (on average) makes it difficult as it is akin to parachuting in and trying to help in the aftermath of an emergency, which has been proven time and again to be under-effective. Creating a bond with communities and sustaining that over the long-term helps develop trust and makes both preparedness and response operations more effective. Particularly in cases where there is doubt or misinformation that needs to be countered, such as vaccine hesitancy in the case of COVID-19, which will also emerge as a significant issue once the vaccination for children is initiated. This aspect is relevant as it points to the need for reliance on local partners who have pre-established trust or will find it easier to establish with their local communities. For Save the Children, where such partners are present they need to be strengthened to play this role with the dimensions identified under this study, and where there are no such partners a set of protocols for early identification and orientation will be of use.

4. **Accountability:** An important gap noted by a national-level key stakeholder behind the low responsibility assigned to NGOs during a disaster is found to be a perceived lack of accountability of NGOs. The way found by government organisations often is to have pre-identified players who have cleared some level of due diligence. Accountability brings both responsibilities as well as opportunities to make a difference at the local level. There is an opportunity to bring accountability to the NGOs sector in the current disaster management framework by using the guidelines specifically for NGOs to support government bodies in different aspects of disaster response. A mechanism that can be brought in under the operational protocols is of systems being established to assist authorities in new geographies of response do rapid due diligence to address accountability concerns.

5. **Children as key stakeholders:** It is important to include children in the design, development and implementation of the child-centric humanitarian response, with

solutions led by children to be encouraged. Interpretation of response with lens of children's perspective of problems and solutions is a key. Since the government plans do not provide this space at any level, the onus rests on CSOs to initiate and enable this in the immediate term and to engage with policy makers to create this space in the institutional arrangements and plans in the long term. Their views must be heard and incorporated across various stages of humanitarian response. Children can be active participants in designing programmes that suit their needs and not just being passive recipients. The Sendai Framework for Disaster Risk Reduction notes "children and youth are agents of change and should be given the space and modalities to contribute to disaster risk reduction, in accordance with legislation, national practice and educational curricula" (SFDRR, 2015, 35). Similarly the two guiding principles of the National Policy for Children (2013) also note that "(xi) Children are capable of forming views and must be provided a conducive environment and the opportunity to express their views in any way they can communicate, in matters affecting them, and (xii) Children's views are to be heard in all matters affecting them, in particular, judicial and administrative proceedings and interactions, and their views given due consideration in accordance with their age, maturity and evolving capacities".

8.3 Good practices

Both literature and practices enlist several good practices that can be used for designing child-centric humanitarian responses. Some of the most relevant good practices in this context are as follows:

▪ Local adaptation: The failure of disaster relief measures are recurrently noted particularly in terms of the gap between what is needed and what is provided. It is, therefore, important to consider that one size doesn't fit all. Localisation plays a critical role in various aspects of disaster response:

- The means of messaging and delivering information: What, where, when and how messages are delivered and who delivers them make a difference in the receptivity of the community. This will differ from place to place and sometimes even within the same neighbourhood. An all-digital information drive is of little use to those who don't have phones and may end up disadvantaging women and girls who have even less access. In some cases, community radio may work. In others, wall paintings or street plays may have more impact. Timing, the locations and having a voice that's trusted by that community to deliver it is key.

- Post-disaster assistance: In the aftermath of a disaster, the delivery of assistance is more effective when localised to the context. Even within the same urban centre, there will be differences that emerge. For example, groups of people whose staple diet is rice, while others require wheat (to make Rotis). In other cases, food may not be an issue, with core requirements being something else entirely – like drums for water storage or materials to patch up their roof. Having a standard response kit is not necessarily meeting the actual needs of the community. This is an aspect of response that has emerged from discussions in the sector, including various needs assessments carried out by Sphere India in the aftermath of disasters. A recent Joint Rapid Needs Assessment Report of Sphere India in Delhi, one of the study cities, in response to the 2020 violence notes the specific need for immediate temporary education centres that also provide psycho-social support to children traumatised by communal violence, which is a specialised requirement not part of standard humanitarian response approaches.

  (https://www.sphereindia.org.in/sites/defau lt/fi les/2 0 21 - 08/JRNA_Report_on_Delhi_Violence_2020.pdf)

- Cultural nuances around issues such as dealing with trauma: The cultural nuances of how to deal with the psycho-social impacts of disasters differ from culture to culture. One example of this occurred in Kathmandu in the wake of the devastating 2015 earthquake. Outsiders and experts found that psycho-social impact and mental health were emerging as very prominent issues. Yet, how this was dealt with locally was very different from Western talking approaches, still useful to some but very alien to others. Among the ruins of the temples, Kshama Poojas were a local type of group counselling that was being commonly practised. This was a sense of asking forgiveness for the sorrows that befell them (SEEDS, 2015). Psycho-social support, however, is a sensitive and specialised issue and needs expert inputs for the design of interventions. As a general approach, considering the scale of the need and scarcity of expertise at local levels, it will need to be done in a manner that provides basic support and surveillance at the field level, with provision for levels of escalation. In the longer term, the capacities should ideally be built at local levels.

- **Specific Vulnerabilities:** Addressing specific vulnerabilities is equally important as much as dealing with the general vulnerability of children. In disaster situations, marginalised communities face obstacles not just from the authorities and service providers but even from the rest of the community. In Indonesia, Deicy Wenas, Founder of the Unspoken Ministry, which advocates for people with hearing disabilities, faced similar challenges. The current Indonesian system took their signs from the American sign language. But this was not how local people signed. Communities in each city had variations, making it difficult to create a national DRR awareness course for the deaf. With sustained efforts, the organisation, in collaboration with the government's National Disaster Management Agency (BNPB), has managed to initiate a national congress on sign language for DRR and to begin standardising DRR sign language across

the country. In India, people with disabilities are still on the fringe of disaster management systems. Though the study did not provide statistical outcomes on this dimension, anecdotal references and lessons from past studies point to highly limiting environments for children with disabilities, who remain from reaching their potential due to a combination of structural, social and financial barriers. Such efforts to mainstream fundamental needs – like alternative communication systems – into the mainstream can be useful. As per the national level key informant interviews, even though the recent large-scale developments are designed to accommodate the movement of the disabled population, it is largely inadequate or missing in a wider context. In specific, the response from Central Public Works Department was that construction is made disabled-friendly in all interventions, but the response from the Bihar Institute of Public Administration and Rural Development was that vulnerable groups such as persons with disabilities and elderly people face challenges of access in public infrastructure that they need to access during emergencies.

▪ **Dependence on local markets**: In addition to the findings directly emerging from the field surveys, a nuanced aspect is of livelihoods of the parents of the children in question. In the absence of social security nets, the sustenance of livelihoods is critical in the aftermath of disasters to enable support to families, and thus to children. Since most of these people are engaged in the informal economy, the aspect of supporting local markets in humanitarian action becomes important as a tool to provide quick relief and to enable economic recovery while doing so. In urban emergency response situations, markets nearby usually begin functioning much more quickly than in isolated, rural areas. Rather than replacing the local markets by bringing in items and labour from outside, finding ways to complement and boost is more effective for the community. This means sourcing locally –

materials and manpower- as much as possible. Where possible appropriate, instituting cash transfers as part of the programme can also be effective.

▪ **Children as leaders:** Children mustn't be simply considered as vulnerable but also provided space for leadership that will enhance their resilience. United Nations Major Group on Child and Youth (UNMGCY) is a global platform for children and youth to enhance their participation in decision-making at a global scale for various issues, including disasters. There is a need to create a common platform, particularly for the children from marginalised communities to enhance their participation and engagement for combined implementation of SFDRR, SDGs, and Climate Change. Putting children at the centre of humanitarian response and planning processes inevitably allows for knowledge to be taken back home and spread organically among the broader community. Steps such as enabling children's platforms through CSO partners, amplifying their voices through various media, and creating a cadre of young leaders are some of the ways to trigger this critical emergence of children as leaders. A clear case of such action emerges from the works of Save the Children in Kolkata, where the team working on an urban resilience project reports that the response of the organisation follows a process wherein, they always carry out targeting towards specific groups instead of broad-spectrum support. There are specific parameters with which they decide the families that they will support, and the decision is not just of the organisation but taken through a community consultation process with local authorities also engaged. While the interventions are centred around children, they take an ecosystem approach, with families and local stakeholders involved, but putting children in the centre, and that too not as mere recipients but as actors who play a role in the decision making and implementation of the activities.

8.4 Innovative approaches and deployment of resources

Using innovative approaches to involve children and their families in humanitarian response is essential for effective response. The key areas for innovations in disaster response, particularly from the perspective of NGOs can be classified as follows:

1. Education: While nearly 28% of respondents were aware of some sort of innovation relating to children's education such as gamification of disaster protocols, use of social media and digital tools, only 3% of respondents mentioned receiving education or awareness information from non-government organizations using any such method. Globally, there is a range of innovative approaches to involve children and their families in humanitarian approaches. A few of these include immersive learning methods, mixed reality flood simulation, and the use of digital applications and games education.

a) Playing their way to learning about disasters: From board and card games to puppet shows to simulation video games, a host of entertaining tools can help teach children about the basics of disasters. In Japan, a folk tale called *Inamura no Hi* tells the story of a man who spots the warning sign of a tsunami and burns his harvested rice bales to get people to come to higher land (ADRC). This is especially useful in areas with high disaster risk, but where children have not experienced it in their lifetime. Delhi, for example, has a high seismic risk (Zone 4) but many people are still unaware.

2. Disaster Risk Reduction: Some of the innovations mentioned by the respondents related to DRR include an evacuation plan, fire extinguishers, training and awareness programs. The literature notes a range of innovations in the field that may involve both children and their families in marginalized communities, such as disaster prevention radio, mobile apps for funds transfer or safety checklist, and telehealth services (e-sanjeevani) by the Ministry of Health and Family Welfare.

a) Family safety checklists in gaming format: Family safety checklists are something that is done together to better be prepared and see what risks there are in and around your house. It also guides being prepared if an emergency strikes, such as having a go-bag prepared if you have to evacuate suddenly, or a place you will meet if you get separated. Converted into hazard hunts, the checklist activity evolves from being a task to a game, that generates greater interest in the children.

▪

Children's task forces in gaming format – Task forces are often formed under school safety programmes, and include those on fire safety, first aid, search & rescue. Knowing what to do when a disaster occurs means being able to save lives. Creating and training task forces among older children in neighbourhoods and schools can be effective. Coding and naming task forces in a gaming format can be more engaging for children. Capturing children's imagination and tapping into how they envisage their environment, with cited examples of how in certain societies children are taught swimming as a life skill, and thus putting the focus on life skills will have wide ranging benefits.

b)

3. Inducing sustainability and climate resilience: It is essential that apart from short-term relief, the humanitarian response also induces sustainability and climate resilience. Innovative approaches to engage both children and communities include bridging tools for social media that address digital divides and also literacy barriers. Intermediaries such as phone repairmen in such communities can play this role, wherein online content

can be translated into audio-video messages and disseminated through local WhatsApp or other media groups or narrowcast. The same way information can flow up, and within peer-to-peer networks. For overall planning, scenario-based planning tools using before and after situations, and cutting across ecology, health, culture and other critical dimensions will be immensely useful.

a) Local Media clubs: Children's media clubs can play a unique role in the lives of neighbourhood children. These can cater to all the children in the community, whether or not they go to school. Equipped with games, videos and other interactive material, they create a safe space for children to learn about issues of critical importance, ranging from sexual abuse and child rights to health and hygiene.

Some clubs function as a de-facto magazine, with children playing the roles of photographer, reporter or editor. Cameras kept in the media centre can be signed out by the children. In examples from projects both by Plan India in New Delhi and the National Foundation for India in Nayapalli, Bhubaneswar, the clubs managed to bring to light some of the hidden problems of the area. They've used their voice to challenge local practices; even trying to convince parents to delay the marriage of their young daughters.

b) Understanding risks from a children's lens – a city that works for children works for everyone: Bringing children into the consultation process means getting down to the fundamentals, unencumbered by competing interests. That's why a city that works for children works for everyone. Children deepen their awareness about hazards and risks by analysing their surroundings. Through photo and transect walks, they help identify dark spots and potential hazards. Such walks can also generate awareness around open drains, pits and water puddles, which add to risks during the monsoon season.

Save the Children's Urban Resilience Work in Patna, Kolkata and Delhi, that uses a Child Participatory Lens

Under Save the Children's initiatives on urban resilience, across cities including Delhi, Patna and Kolkata, various activities have been taken up with promising results and pathways to new and efficient ways to address issues of children's resilience in cities. Under a partnership with the municipality and multiple wards of Patna, and local CSO Koshish Charitable Trust, child-centred urban local governance interventions were carried out wherein strong child protection committees in urban wards and School Management Committees were formed and played an active role. In Kolkata, 300 children from eight children's groups from eight slums have been trained on child rights, risk and child-centric governance in two wards of the city. Under the program, eight risk assessment plans have been made through rigorous child participation and presented to ward councils in Kolkata.

Save the Children has also carried out risk, hazard and resource mapping in 60 schools of Delhi through the engagement of children, teachers and School Management Committee members. The risk assessment maps analyse all potential risks for children in schools including in and around the school. These maps have enabled the creation of school evacuation plans according to which the schools have marked routes with arrows and directions. These measures are being monitored regularly by the School Safety Committees in each of the 60 schools with the representation of parents, teachers, children and SMC members. About 100 school safety task force members have been trained in the South East Delhi district.

Each of the schools also has a School Task Force to respond to Emergency Situations in case of any disasters. Save the Children in collaboration with the Delhi Disaster Management Authority (DDMA) has trained the task forces, comprising children and teachers, on First Aid, Search and Rescue, Early Warning and Shelter Management.

Similar risk assessments are also being undertaken at the community level to identify the most vulnerable families living in the slums who need special care during any disaster — for example, households with old citizens and persons with disabilities. Community disaster management plans have been developed for each slum in a participatory manner. Save the Children created interfaces between the citizen's forums and municipal authorities to integrate these plans into the bigger urban development plans.

When the second wave of COVID-19 hit Patna in March 2021, it posed greater threats and challenges to children and communities at large. Covid exposed multiple vulnerabilities of the urban poor, due to lack of knowledge about the disease, existing stigmas to follow preventive measures, lack of knowledge about referral mechanism to access services, loss of income of daily wage earner due to shut down of businesses and other restrictions. Children were away from education due to the indefinite closure of schools.

With a primary objective of reaching out to children and the community, Save the Children's Urban Resilience Project initiated activities adopting the virtual mode of communication, small group interactions, infotainment mode of communication for awareness building, psycho-social support, and assessing needs and potential scope to promote enterprises to address financial issues in near future. Some of the prominent interventions included the following:

- Household Level Situation Assessment using an online tool *(https://forms.gle/ojPgsutAAiqQWKor7)*

- Digital Literacy Platform, guiding 200 children and women to learn the use of the digital platform and accessing social media, email, different types of applications, creating an account, registration to participate in different webinars and workshops etc.

- Children Led Awareness Campaign on COVID-19, wherein children came forward to make family members, peer groups and neighbours aware of safety from infection through hand washing, use of masks, and social distancing. They also prepared poems, paintings and video messages under this activity.

- Psychosocial Support with online storytelling program, organized in collaboration with Hastakshep Prakashan using the YouTube channel of Hastakshep. The response of children in the chat box reflected their attraction to the story. Access to a smartphone with the internet was a challenge, so two to three children used a single smartphone.

- Quiz Contest promoting scientific knowledge and information.

8.4.1 Innovations for Disaster Risk Reduction (Izumi et al., 2019)

Izumi et al. (2019) carried out a study of university academics, government officials, and NGO officials to analyse their views on what measures of disaster risk reduction they consider to be the most crucial ones which would help tackle the environmental crises and disasters of today as well as the future. They shortlisted 30 innovations, categorized as products or approaches, and surveyed with these innovations to analyse what the stakeholders thought of them. Analysing their results also helps us identify possible innovations that can be adapted for Indian disaster management. The 30 innovations are as follows:

A. Products

1. GIS and remote sensing
2. Drones
3. Social networking service/system (SNS)
4. Concrete and steel: Building material and infrastructure
5. Disaster risk insurance
6. Disaster prevention radio and the telemetry system
7. School cum cyclone shelter
8. Seismic code
9. Seismic micro-zonation
10. Earthquake early-warning for high-speed train
11. Doppler radar
12. Disaster resilient materials

13. Rainwater harvesting
14. Electricity resistant survey

B. Approaches

1. Community-based disaster risk reduction/risk management
2. Hyogo Framework for Action (HFA)
3. Hazard mapping
4. National platforms for disaster risk reduction
5. Safe schools and hospitals
6. Assessments and index approach: Vulnerability, resilience, sustainability
7. Crowdsourcing
8. Sphere standard
9. Terminologies of resilience and vulnerability (R&V)
10. Post Disaster Needs Assessment
11. Transnational initiative on resilient cities
12. Mobile payment: A tool for accessing distribution/funds after a disaster
13. A dollar for DRR saves seven dollars in disaster response/recovery
14. Traditional practices and evacuation behaviours
15. Indigenous DRR technology
16. River engineering

The top 11 innovations, ranked by the importance assigned to them by the university academics, government officials, and NGO officials under the study, were as follows (A stands for Approach and P stands for Product):

1. Community-Based Disaster Risk Reduction (CBDRR) (A)

2. Hazard mapping (A)

3. Remote sensing and GIS (P)

4. Assessments and indices: vulnerability assessment, resilient index, sustainability (A)

5. Disaster risk insurance (P)

6. National platforms for Disaster Risk Reduction (A)

7. Social Networking Service (SNS) (P)

8. Drones (P)

9. Disaster resilient material (P)

10. Indigenous DRR technology (A)

11. Crowdsourcing (A)

Interestingly, this list contains more approaches than products which is also helpful because approaches can often be modified and adapted to local challenges and contexts whereas for products it is crucial to first analyse whether a particular product is suited to the local conditions. Crowdsourcing is a process-based innovation wherein local response can be made more efficient through a system that allows chaotic flows of information and resources to be streamlined. There is often very valuable knowledge and sets of resources available locally, but the challenge remains in connecting the resource with the person in need. In this absence of such systems, time, effort and money are wasted organising the resource from somewhere outside the system. Crowdsourcing processes can be digital, or even based on simpler, conventional ways adapted to meet the needs of a crisis.

The innovations that are interesting for us are also somewhat related: the approaches of hazard mapping and assessment/indices, and products such as remote sensing, GIS mapping, and disaster-resilient material. They are all related in a way because GIS and remote sensing can be crucial tools for creating indices that are crucial for mapping hazards in an area, and disaster-resilient material can be targeted towards areas with the highest identified risk factors to safeguard them from future harm. These innovations point towards making disaster management a proactive, ex-ante process that aims to prevent disasters or to prevent disasters from causing massive harm, rather than making it an ex-post process where organizations are left to provide humanitarian relief to those afflicted. Prevention is indeed better than cure when it comes to disaster management, and that is what these innovations emphasize. We have seen this in India as well, as Odisha has managed the past few cyclones extremely well by mapping risky areas and evacuating people extremely early to prevent massive loss of life.

That approach is not fool proof either as displacement, and loss of property remains major concern, but the first step in terms of protecting lives has been taken through proactive, ex-ante measures. Similarly, when it comes to child-centric humanitarian work, organizations need to map at-risk areas where children are most vulnerable and then carry our preventive actions there.

The research by Izumi et al. also suggests measures to strengthen the application of science and technology in disaster relief policies and to increase the application of innovative Disaster Risk Management practices:

- Increasing interactions between academic researchers and practitioners such as government and NGO officials. These groups need to work in harmony to produce strong policies which are rooted in scientific evidence.

- Case studies of innovations should be made into good practice documents sent to various stakeholders for the possibility of local adaptation of previously successful policies for disaster management.

- Strengthen communication and dialogues among stakeholders, in disaster management and prevention including government officials who can provide research-based insights and NGOs who can

8.5 Stakeholder Consultations

Persistent Challenges and Gaps

- Too many stakeholders and decision makers creates confusion

- Lack of coordination among NGOs and other civil society initiatives

- Residents' risk identification is not part of the disaster management plans, ignoring local expertise

- Climate change is not being considered as a serious threat

- Plans are often executed poorly, no sustainable and long-term planning

provide research-based insights and NGOs who can provide local knowledge.

- Focus on both approaches and products for innovative practices. An overemphasis on new products ignores the possibility of simple changes in the approach being able to produce better results and shift the frameworks for disaster management to be better suited to local conditions and communities.

- Artificial Intelligence is a crucial tool that should be incorporated into disaster management, especially at the governmental level and into policymaking, to create more robust and actionable insights. This includes mapping risk factors, identifying key vulnerabilities and vulnerable areas, and the use of big data. It needs to be underscored here that the absence of data as often cited as a challenge in the application of AI/ML-based tools in the Indian context can be overcome through the use of proxy data including remote sensing data that is being used to identify urban low-income settlements and their risk levels, with calibration of risk based on nature and intensity of hazard, as well as the physical setting of the community. The datasets operate at very high resolutions and are affordable and accessible.

- Children's vulnerability is completely missing from policy documents and disaster plans

- Children not involved in planning humanitarian responses, children-friendly spaces missing from urban planning

- Urban municipal authorities lack clearly laid-out disaster management plans

- Officials reject data-based evidence, and there are often many barriers to cross to get any action executed in the government

Policies That Work Well

- Child-centric, humanitarian response for urban areas

- Cash transfers can actually be useful in disaster mitigation

- Standardization of the operation protocol for response; same priorities with frontline workers (FLW), humanitarian agencies, governments

- Councillor should be the first point of contact, localizing the issues

- Ward-level committees for Disaster Risk Reduction (action for sustainability)

- Using gamification to induce children to create and learn by themselves

- Adopting a modular approach by standardising aspects that determine what is appropriate for them.

- Leverage NGOs knowledge about child protection in policymaking

- Model ward level plans are needed

- Schools should not be distribution centers as that causes education to suffer.

Chapter IX:

Paradigms of Child-Centric Humanitarian Responses

Research Question Assessed: What available specific tools and mechanisms are suited for child-centred humanitarian response, planning and action for urban settings in India? What new ones are needed, including policy, institutional, planning and operational ones, covering budgeting, technology and expertise?

There are numerous mechanisms, tools and toolkits are available to support the child-centric humanitarian response across different sectors and at levels. This chapter provides an overview of the existing mechanisms, tools, and toolkits available for child-centric humanitarian response.

Institutional Mechanisms

The National Disaster Management Act (2005) gives an overarching framework for managing disasters along with the roles and responsibilities of different stakeholders. However, these responsibilities are mainly limited to the administrative bodies and for specific details, the National Disaster Management Plan is to be consulted. At the local level, the engagement of stakeholders and their responsibility is governed by the State Disaster management plan.

Figure 32: Government Institutions of Relevance to Child Centric Humanitarian Action
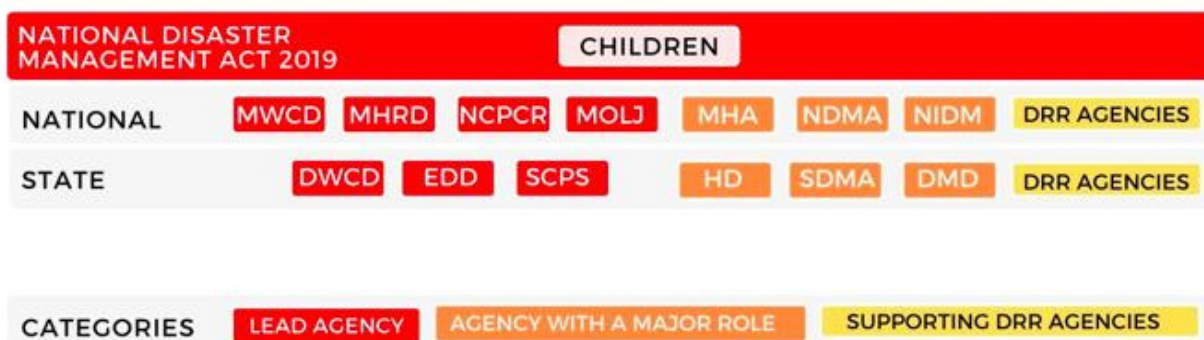
(Based on NDMA, 2019, 83-84)

In addition to the national and state agencies identified in the NDMA perspective as illustrated above, cities are taking increasing steps to put disaster management plans in place. With the first wave of city disaster management plans in Gujarat after the 2001 Bhuj Earthquake, cities across several states have taken steps.

Pune and Kolkata from among the study cities

have such plans, and in addition, models can be seen in cities such as Cuttack, which was amongst the first cities to have a city disaster management plan that also addressed

pandemic related issues that emerged during the Covid-19 period.

Mechanisms for Health and Well-being

Children health has been a priority at all levels. Some available tools in this domain include:

-

 E-Health and Telemedicine: To meet the SDG for health, The Ministry of Health and family welfare has created a network of resources and health facilities by using information and communication technology, which allow online consultation and medicines (MOHFW, 2019). It can facilitate health care on-

demand for marginalized communities. As health emerges as a critical issue in the aftermath of disasters, e-health based tools can be of particular assistance to marginalised communities, including the children therein, to address emergency health and mental health issues even where doctors and health facilities are not easy to access. Local CSOs can play a critical bridge role in this space.

- **E-learning of Midwifery:** Urban areas in India have a prominent network of Aasha workers. However, in case of natural hazard occurrence, such as flooding, their access becomes difficult as noted in the fieldwork in Hyderabad. In such a case having trained midwifery in the neighbourhood can help people to avail the services. Virtual e-learning modules, resources, and training for midwifery education by UNFPA can be used as an important tool for training Asha workers and local midwives with little support from Save the Children or other partner organizations (UNFPA, 2021).

Needed Mechanisms, Tools & Toolkits

Several gaps have been noted in terms of both engaging and ensuring child safety in disaster management. Some of the key gaps that require mechanisms, tools or toolkits are as follows:

- **Integrated learning of disaster risk and response in schools:** The education for disasters in schools is limited and has sporadic effects on children. According to a national key informant respondent, in most schools, disaster planning is adopted as an obligation to fulfil the mandate to ensure school safety rather than as a core learning of life skills. The data collected from children shows that while nearly 80% of the children were aware of the availability of first aid available at the schools, about 72% of children said that there is no training provided for disaster response and another 4% were not sure about these measures. In contrast, while 55% of teachers said they provided training, another 33% said that no training was provided to children for disaster

response. This gap in the reportage of the same issue in a starkly different perspective from the two sides highlights the need for robust protocols and monitoring systems to be in place. No plans or provisions will serve the day the need arises unless all concerned stakeholders are in tandem on their availability and usage protocols.

- **Identification and incorporation of varied needs and capacities of children:** The needs of children of different age groups are required to be identified in planning, policies, and response. A simpler tool or toolkit classifying the needs, as well as strengths and capacities of children, can help encourage their participation in humanitarian response and induce community resilience. Safe spaces and shelters are particularly noted to be missing urban slums, which is not the case in rural areas. Provisions must be made to make safe and open spaces available for children of different gender and age groups. This can best be achieved through a developmental approach that mainstreams risk reduction and response planning. Strategies will need to be segregated for settlements without tenurial rights, and settlements where such rights are present. Government agencies and schemes differ across such settlements, and CSOs may need to get into a direct engagement mode or through social welfare routes where tenurial rights are absent, while established mechanisms through education and revenue departments will operate where the rights are present.

Tools and Mechanisms

Available tools and mechanisms: *Planning* (state, city, schools); *Semi-formal response* (RWAs, Eco-clubs), *E-learning, curriculum* that addresses risk, *extra-curricular* activities

New tools and mechanisms needed:

- *Policy:* Create space for children's voices and roles in decision making

- *Institutional:* Space for children's concerns to be represented across sectors

- *Planning:* School and city plan to have a focus on children and actions to be led by them. Children to carry these principles home for family-level conversations and planning.

- *Operational:* Children's committees, task teams, space in school and RWA groups

- *Budgeting:* risk-sensitive budgeting across concerned agencies

- *Technology:* make use of emerging communication and AI-based planning technologies, safely for children

Current practices on disaster management in cities

- Mandated school disaster management plans

- *Eco-clubs* in schools that address environmental and risk issues

- *Resident Welfare Associations* and their disaster preparedness and response

- Risk assessments and planning under *City Disaster Management Plans* in some cases

- *Virtual learning* courses in some cases (Health and emergency by UNFPA, Disaster management basics by NIDM)

More tools and mechanisms for:

- Children to share their voices

- Children to a play *role in decision making* at the local as well as city-level

state action plans
Childline ICDS
DM act
Children charter
DM policy and plans

Figure 33: Needs identified (From Previous Section)

- Opportunities and *platforms apart from schools* (neighbourhood, city-level)

- Including children's participation in various aspects of disaster management

- Inclusion of children who are currently out of school

- Ensuring inclusion of children *across gender and age groups*

- NGOs to engage with community and children for *planning exit strategies*

- Access to a *safe space for children to interact*, collaborate and lead DRR activities

- *CSOs to mainstream risk reduction* within developmental actions across sectors

- *Using emerging technologies* to engage, identify and monitor risks, plan and act

- Ensuring safety in increasing online interactions

- *Risk sensitive budgeting* (education department, RWAs, Eco-clubs, city governments)

Chapter X:
Conclusion

In the face of increasing disasters, the need for a child-centric humanitarian response is consistently increasing. There is an emerging need not just to protect the lives of children but also their future in the face of the grim impacts of climate change and other socio-economic changes. As the children in marginalised communities are particularly vulnerable, this study focused on evaluating evidence-based strategic approaches for child-centred humanitarian response, planning, and actions in an urban setting with a particular focus on marginalized communities.

The study is conducted across five major cities of India including Delhi, Hyderabad, Kolkata, Patna, and Pune by using a mixed-method approach. Both qualitative and quantitative data is collected from both primary and secondary data sources. The study involved interviews with key stakeholders at the national level (15), city-level (51), Save the Children (5), and Asha workers (15). Besides structured questionnaires have been conducted with 15 school principals, 75 teachers, 153 parents, and 274 children of age group 8-18 across five cities. Besides 15 focus group discussions, transect walks, PRA mapping exercises and observation forms have been filled at the community level in each city.

The study highlighted some critical aspects of vulnerability and response, which are essential to be considered to plan a child-centric humanitarian response. Given the consistent rise in the urban slum population across cities in India, an increasing number of children are getting exposed to complex hazards while the number of children is declining in the country. While urban areas ensure the availability of several facilities, safety, and security for their residents, marginalized communities living in slums face several challenges in terms of access, equity, and safety from hazards, which demand humanitarian intervention and support. Most of the humanitarian responses and interventions are accordingly designed by considering children as the vulnerable population. We find very limited participation of children in all phases of disaster management, and in processes across all stakeholder agencies of the urban risk reduction and response domain.

Children are the future of the world, who will have to lead, prepare, respond, and recover from various hazards in the face of climate change. There is a need for a paradigm shift in how children are viewed in the context of disasters. It is important that they not just see themselves as resilient but also participate effectively in humanitarian response. Comprehensive child-centric planning and actions could play a key role in realizing this future.

Mapping the research outcomes

▪ Challenges Faced in the Field
o The multiplicity of authorities, lack of clarity on engaging
o Dynamic community base, with diverse risks, low affinity and cohesion (relative to rural settings, the cohesion levels are low as neighbours are not as closely bonded, are often from diverse backgrounds and change frequently in many cases)
o Varying perceptions and priorities of actors, including CSOs and frontline workers
o Changing context (socio-economic, climate), and outdated tools

▪ Lessons from Good Practices
o Organised ways using new media and digital tools, with intermediaries where needed, for getting children's voices heard

o Institutionally getting children o Learning: design,
to play role in decision making implementation, impact
o Participator assessments and tracking (across stakeholders)
audit tools o Perception convergence across
o Visualisation and gamification, SCI, frontline workers,
use of new digital technologies communities
o Comprehensive, larger picture o Anticipating the future:
approaches that see local scenario-building

actions but at city scale that ▪

Ways of Strengthening Capacities
can be co-related to city level

plans for policy-level o Developing or adapting tools,
stakeholders to comprehend including SOP, planning, design,
and feel compelled to engage implementation, and

▪

Capacities to be Strengthened monitoring tools
o Developing and deploying
o Operational environment: blended learning programmes
Standard Operating Procedures across stakeholders
on Child Centric Urban o Comprehensive behaviour
Humanitarian Action, for CSOs change campaign on the same
to be able to prepare in structure as learning modules
advance and engage in an (policy-strategy-action)
organised and efficient way in
Urgent need to improve the capacity of the
an emergency
team, NGO partners, and where possible
frontline workers and responsible agencies

Addressing convergence issues within city governance			
Complem	Primary Agencies	Functions	CSO Supplementary/
	District Collectorate, DDMA	Response, compensations, land, funds	Relief, reconstruction, rehab, emergency planning
CITY-LEVEL ACTORS	Municipality	Executive: Engineering, health, sanitation, operations Elected: Mayor, councillors	Hazard specific action, water, sanitation, public health
	Education, Welfare Departments	Schools, schools for special needs, out of school children	School buildings and infrastructure, curriculum, child protection
	Urban development authorities / TCPO	Child-friendly spaces and cities, open spaces, facility planning	Child voices and role in child-friendly city plans, infrastructure resilience
	Health department	Emergency health, public health, nutrition, mental health	Emergency health response, DRR, nutrition, healthy cities approach
	Other line departments	Sectoral needs	Sectoral interventions such as environment, online safety etc.

Recommendations

1. Standard Operating Protocol to be developed for Urban Humanitarian Response, starting with stakeholders to engage with, and proposing response teams and tools based on local systems mapping exercises carried out specific to each city.

2. Engagement modules to be developed and deployed to get Save the Children teams, local partners, local authorities, and frontline workers on the same page in terms of prioritization of risks and key strategies to address them.

3. Learning modules to be developed and deployed for partner teams, frontline workers, and community volunteers to be equipped with the same protocols and tools for urban risk reduction and response.

4. Initiate and participate (rather than do as a single agency) in a larger system mapping exercise for urban risk reduction and humanitarian response across urban India.

5. Enhance and participate (rather than do as a single agency) in national and state-level advocacy to mainstream child-centric approaches for humanitarian response.

"There are unorganized mess of electric wires all over the area. They lie almost adjacent to our houses. Our mothers use them to dry clothes. When NGO didi told us how dangerous those are and no one should use them for drying clothes, we now convince our mothers not to do that."
-Children, Tiljala, Kolkata

Photo Galler

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