



## Questions and Answers on the Safe Schools Declaration

### What is the Safe Schools Declaration?

The Safe Schools Declaration is an inter-governmental political commitment that provides countries the opportunity to express support for protecting students, teachers, schools, and universities from attack during times of armed conflict; the importance of the continuation of education during armed conflict; and the implementation of concrete measures to deter the military use of schools.

In May 2017, the **United Nations Secretary General**, António Guterres, urged all Member States to endorse the Safe Schools Declaration in his report to the United Nations Security Council on protection of civilians in armed conflict.

The Declaration was developed through consultations with states in a process led by Norway and Argentina in Geneva in early 2015, and was opened for endorsement at the Oslo Conference on Safe Schools on 29 May 2015.

The former UN Secretary-General's **Special Representative for Children and Armed Conflict**, Leila Zerrougui, described the Safe Schools Declaration as one of the highlight achievements of her mandate, which ended in March 2017.

### What are the benefits of education in conflict settings?

Safe schools provide life-saving information, mitigate the psychosocial impact of war, and can protect children from trafficking, sexual violence, and recruitment by armed groups. Disruptions in education can reduce the likelihood of children returning to school, even when they're open and, in the long term, can impact individual earnings and a country's ability to rebuild. Perhaps more important for a child, access to a safe space to learn offers a sense of normality, routine, and calm amid the chaos of war.

Gordon Brown, the **UN Special Envoy for Global Education**, has stated that "This sinister growth in attacks on schools must end. It is important that we send a message now that attacks on schools, colleges and universities are crimes against humanity and that educational establishments are viewed as safe havens." He has said that "every country must now support" the Safe Schools Declaration.

### What do countries who endorse the Declaration agree to do?

By joining the Declaration, states commit to undertake several common-sense steps to make it less likely that students, teachers, schools, and universities will be attacked, and to mitigate the negative consequences when such attacks occur.



These measures include:

- collecting reliable data on attacks and military use of schools and universities;
- providing assistance to victims of attacks;
- investigating allegations of violations of national and international law and prosecuting perpetrators where appropriate;
- developing and promoting “conflict sensitive” approaches to education;
- seeking to continue education during armed conflict;
- supporting the UN’s work on the children and armed conflict agenda; and
- using the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*, and bringing them into domestic policy and operational frameworks as far as possible and appropriate.

In August 2016, the Peace and Security Council of the **African Union** “encouraged all Member States that have not yet done so, to sign the Safe Schools’ Declaration.”

The Declaration is also a framework for collaboration and exchange, and endorsing states agree to meet on a regular basis to review implementation of the Declaration and use of the *Guidelines*.

In June 2015, the **United Nations Security Council** expressed “deep concern that the military use of schools in contravention of applicable international law may render schools legitimate targets of attack, thus endangering the safety of children,” and encouraged “Member States to take concrete measures to deter such use of schools by armed forces and armed groups.”

### How does a country endorse the Declaration?

The Norwegian government is currently the depositary of endorsements. States can announce their endorsement at any time by making a public statement and/or sending a letter to the Norwegian Ministry of Foreign Affairs via its embassies or permanent missions or directly at [Seksjon.for.humanitaere.sporsmal@mfa.no](mailto:Seksjon.for.humanitaere.sporsmal@mfa.no) and [kjnn@mfa.no](mailto:kjnn@mfa.no).

**UNESCO Director-General**, Irina Bokova, and **UNESCO Special Envoy for Peace and Reconciliation**, Forest Whitaker, have called for states to redouble their efforts in ensuring a political commitment to protect schools and universities and to join the Safe Schools Declaration.

### What do the *Guidelines* say?

The *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* urge parties to armed conflict (both state armed forces and non-state armed groups) not to use schools and universities for any purpose in support of the military effort. A core aim of the *Guidelines* is to protect against the risk of armed forces and groups converting schools and universities into military objectives by way of military use and exposing them to the potentially devastating consequences of attack. While it is

**Gisela Schmidt-Martin** | Coordinator, Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict  
**Global Coalition to Protect Education from Attack (GCPEA)**

Secretariat Office, 350 Fifth Avenue, 34th Floor, New York, NY 10118-3299

| Tel +41 (0)22 919 6210 | | Fax +41 (0)22 919 200 |

[gschmidtmartin@protectingeducation.org](mailto:gschmidtmartin@protectingeducation.org) | [www.protectingeducation.org](http://www.protectingeducation.org) | Twitter [@GCPEAtweets](https://twitter.com/GCPEAtweets) | Facebook [GCPEA](https://www.facebook.com/GCPEA)



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acknowledged that certain uses would not be contrary to the law of armed conflict, all parties should endeavor to avoid impinging on students' safety and education, using the *Guidelines* as a guide to responsible practice.

The *Guidelines* are based on what is practically achievable. They acknowledge that parties to armed conflict are invariably faced with difficult dilemmas requiring pragmatic solutions. The *Guidelines* reflect evidence of good practice already applied by some parties to armed conflict for the protection of schools and universities during military operations.

The *Guidelines* were developed over several years, through consultations with ministries of foreign affairs, defense, and education; armed forces; the International Committee of the Red Cross; civil society; and academia, in a process spearheaded by the Global Coalition to Protect Education from Attack, starting in 2012, and finalized under the leadership of Norway and Argentina in 2014.

The **UN Committee on the Rights of the Child** has urged states “to fulfill their obligation ... to ensure schools as zones of peace and places where intellectual curiosity and respect for universal human rights is fostered; and to ensure that schools are protected from military attacks or seizure by militants.”

### What are the *Guidelines* aiming to achieve?

The *Guidelines* are not intended to be legally binding, but they complement existing international humanitarian and human rights law. The *Guidelines* do not change the law – they merely facilitate compliance with the existing law by effecting a change in practice and behavior. They are intended to be used as a tool to raise awareness of the military use of schools among parties to armed conflict, and to facilitate discussions of the broader issues of protection and education in conflict among military forces, governments, and NGOs. It is hoped that the *Guidelines* will encourage a change in mentality regarding the military use of schools and universities, through integration into military policies and doctrine, and application of good practice. The implementation of the *Guidelines* should be context-specific and tailored to individual states.

The **International Committee of the Red Cross** has stated: “The ICRC supported the process of drafting the *Guidelines* by contributing to the substance of the document... We consider that the *Guidelines* are not legally binding in themselves and that they do not propose to change existing law. We understand them as intended to lead to a shift in behavior in practice that may lead to a reduction in the military use of schools and universities... We also perceive the draft Safe Schools Declaration in this sense... We consider that the *Guidelines* can provide valuable practical guidance for those involved in the planning and execution of military operations in relation to decisions over military use and targeting of institutions dedicated to education. We therefore also encourage our staff to consider using the *Guidelines* as a reference, among others, and have actively disseminated the *Guidelines* among our delegations.”

### How are countries already implementing the Declaration?

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Many states are already implementing the commitments in the Safe Schools Declaration, and this is having a positive effect. Examples include:

- Several endorsing states have already made explicit their plans to use and implement the *Guidelines*, including Chile, Italy, Luxembourg, New Zealand, Norway, and Slovenia.
- Following the Central African Republic's endorsement of the Declaration, the UN peacekeeping mission there issued a directive drawing upon the text of the *Guidelines*, stating that "the use of a school or university by a party to a conflict is not permitted." They have since taken efforts to ensure that schools being occupied by armed groups have been vacated.
- In Afghanistan, the Minister of Education has used their endorsement of the Declaration and *Guidelines* to advocate for the removal of military checkpoints and bases from schools and education centers.
- Endorsing states have supported efforts to collect reliable, relevant data on attacks on and military use of schools. For example, endorsing states are supporting the Global Education Cluster and the Monitoring and Reporting Mechanism (MRM) on grave violations of children's rights in situations of armed conflict.
- Related to the commitment to develop, adopt, and promote conflict-sensitive approaches to education, South Sudan's Ministry of Education is working with UNICEF and UNESCO to integrate conflict-sensitive education into their policies.
- As an example of ensuring the continuation of education during armed conflict, in Niger, alternative education is delivered via a radio program for children who cannot travel to school due to insecurity.
- Nigeria is implementing several measures to enhance school security, such as: constructing ditches around schools; installing security lighting throughout school compounds; deploying armed military personnel to carry out vehicular and foot patrols; and setting up roadblocks on access roads. Acknowledging, as stated in the *Guidelines*, that the presence of military personnel within schools could place children at risk, roadblocks are positioned in the area surrounding schools rather than within school compounds.
- Many of the endorsing states provide support to programs working on child protection and education in conflict, such as UNICEF and Save the Children.
- Endorsing states support the efforts of the UN Security Council and of the SRSG for Children and Armed Conflict, as well as other relevant UN bodies, another commitment in the Declaration. One way to support the work of the SRSG is to provide her office with financial support, something which Luxembourg and Spain have done, for example.
- Endorsing states have also consistently raised the Declaration or *Guidelines* in discussions on children and armed conflict, and on the protection of civilians.
- In 2015, the Security Council adopted resolution 2225 under the Presidency of Malaysia, and with support from fellow endorsing states and then Council members Angola, Chad, Chile, Jordan, New Zealand, Nigeria and Spain. In the resolution, the Council expressed deep concern that the military use of schools in contravention of applicable international law may render schools legitimate targets of attack, thus endangering the safety of children. It encouraged states to take concrete measures to deter such use of schools by armed forces and armed groups.
- Endorsing states have also committed to meet on a regular basis, to review and share practices regarding the implementation of the Declaration and Guidelines. In November 2016, Norway, Sierra Leone and Zambia co-hosted a regional workshop focused on the implementation of the

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*Guidelines* by African Union states. Representatives from ministries of defense and education and the national armed forces of 14 of the 17 endorsing African states met to exchange practices and experiences.

In a survey conducted in 2016 of members of the **Education Clusters** working in conflict-affected countries around the world, the Safe Schools Declaration was the resource most often rated as “very useful” to their work of ensuring the provision of education in times of crisis.

### **Why is it important to work with non-state armed groups?**

The Safe Schools Declaration is a political document through which states express broad political support for the protection of education during armed conflict and formally endorse the *Guidelines*. The *Guidelines* themselves, however, are a practical tool that is available to all. They can be implemented or used by any interested actor outside the framework of the Safe Schools Declaration, for instance by non-state armed groups.

The *Guidelines* apply to all parties fighting in armed conflicts and not just the armed forces of states. Many armed conflicts today are non-international (internal) and involve non-state armed groups. Consequently, it is vital for non-state armed groups to be familiar with the *Guidelines* and to integrate them into their military rules. Geneva Call, an organization that works with non-state armed groups to ensure their compliance with international humanitarian law, is already training such parties, including members of opposition groups in Syria, on how to implement protection for schools from attack and military use.

The **Inter-American Commission on Human Rights** has stated “that schools should serve as shelter for children and provide them protection. Therefore, their use for military purposes places children in a situation of risk of attacks and impedes the exercise of their right to education.”

### **Why are students, teachers, schools, and universities being attacked?**

Students, teachers, schools, and universities have been attacked by armed non-state groups and government armed forces for various purposes, including:

- To destroy symbols of government control or demonstrate control over an area by an anti-government group;
- To block the education of girls, or any type of education perceived to teach or impose alien religious or cultural values, biased history, or an unfamiliar language of instruction;
- To restrict teacher trade union activity and academic freedom;
- To abduct children for use as combatants, sex slaves or logistical support in military operations, or abduct students and teachers for ransom;
- Because the school or university was being used for military purposes by opposition forces; and
- Due to indiscriminate or disproportionate attacks.

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In November 2015, the **UN General Assembly** called on all states “to take necessary measures to protect schools from attacks and protected persons in relation to them in situations of armed conflict and to refrain from actions that impede children’s access to education.”

### **How are schools and universities used for military purposes?**

During armed conflicts, schools and universities are often used by armed forces and non-state armed groups as bases, barracks and temporary shelters, defensive and offensive positions or observation posts, weapons stores, and detention and interrogation centers. Classrooms, school grounds, and lecture halls are also used for military training and to forcibly recruit children into armed groups. Sometimes schools and universities are taken over entirely, and students are pushed out completely. At other times, education facilities are partially used for military purposes.

The **UN Department of Peacekeeping Operations** requires infantry battalions to comply with the requirements that “children should not be put in danger” and “schools shall not be used by the military in their operations.”

### **What are the consequences when schools and universities are used for military purposes?**

The presence of troops and weapons inside a school can turn the school into a target for attack by opposing forces. In addition to the risks of death or severe injury from attacks, students may be exposed to recruitment or sexual violence perpetrated by soldiers, they may witness violence, and their safety may be jeopardized by the presence of weapons or unexploded ordnance. All of these risks can have a significant psychological impact on students and teachers. The use of schools for military purposes can also result in infrastructure being damaged or destroyed and education materials lost, impacting the quality of education. The IASC Global Education Cluster estimated that the cost of repairing damage to schools from military use in South Sudan was approximately \$67,000 per school. The military use of schools can lead to lower rates of enrolment and transition to higher grades, and increased teacher absenteeism. Students may drop out or experience interruptions to studies or may transfer to other schools, frequently resulting in overcrowding. Girls can be disproportionately affected as parents are often particularly wary of sending daughters to schools occupied by armed men.

The military use of schools can also have significant disadvantages for armed forces. Use of a school by military personnel is easily portrayed by the local community and the international community as abusive towards local children and education efforts. This, in turn, can be exploited by opposing forces within negative information operations. Moreover, in countries where the UN Security Council’s Monitoring and Reporting Mechanism has been established, groups that use schools for military purposes will have such use reported on in the UN Secretary-General’s annual report to the Security Council on children and armed conflict, thus exposing the group to negative public attention, and the potential for further international response.



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Protections for education have a **long history**. As early as 333AD, Roman Emperor Constantine decreed that professors of literature be free from having to receive quartered soldiers “so they may more easily train many persons in the liberal studies.”

### **What is the Global Coalition to Protect Education from Attack?**

The Global Coalition to Protect Education from Attack (GCPEA) was established in 2010 by organizations from the fields of education in emergencies and conflict-affected fragile states, higher education, protection, international human rights, and international humanitarian law who were concerned about on-going attacks on educational institutions, their students, and staff in countries affected by conflict and insecurity. GCPEA is comprised of international organizations that include: CARA (Council for At-Risk Academics), Human Rights Watch, Institute of International Education/IIE Scholar Rescue Fund, Norwegian Refugee Council, Protect Education in Insecurity and Conflict, SAIH (the Norwegian Students’ and Academics’ International Assistance Fund), Save the Children, Scholars at Risk Network, UNESCO, UNHCR, UNICEF, and War Child Holland. GCPEA is a project of the Tides Center, a non-profit 501(c)(3) organization.

### **Where can I get more information?**

A variety of resources on the Declaration and *Guidelines* are available on the website of the Global Coalition to Protect Education from Attack, particularly on this page:

[www.protectingeducation.org/guidelines](http://www.protectingeducation.org/guidelines)

A [toolkit](#) to guide understanding and implementation of the *Guidelines*, produced through a partnership between GCPEA and the Roméo Dallaire Child Soldiers Initiative, is available here:

<http://www.protectingeducation.org/sites/default/files/documents/toolkit.pdf>

A Menu of Actions to guide ministries in their efforts to protect education from attack and schools and universities from military use is available here:

[http://www.protectingeducation.org/sites/default/files/documents/what\\_ministries.pdf](http://www.protectingeducation.org/sites/default/files/documents/what_ministries.pdf)

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