



# What Ministries Can Do to Protect Education from Attack and Schools from Military Use

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## A Menu of Actions

Global Coalition to  
**Protect Education from Attack**







**The shell-struck top floor of the Gymnasium 33 high school in Donetsk, Ukraine, hit by Ukrainian government shelling on August 27, 2014.**

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December 2015

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Global Coalition to **Protect**  
**Education from Attack**



## Global Coalition to **Protect Education from Attack**

### **About the Global Coalition to Protect Education from Attack**

This Menu of Actions is published by the Global Coalition to Protect Education from Attack (GCPEA), an inter-agency coalition formed in 2010 by organizations working in the fields of education in emergencies and conflict-affected contexts, higher education, child protection, and international human rights and humanitarian law who were concerned about ongoing attacks on educational institutions, their students and staff in countries affected by conflict and insecurity.

GCPEA is a coalition of organizations that includes:

- The Council for At-Risk Academics (CARA)
- Human Rights Watch
- The Institute of International Education
- Norwegian Refugee Council
- The Office of the United Nations High Commissioner for Refugees (UNHCR)
- Protect Education in Insecurity and Conflict (PEIC a program of Education Above All)
- Save the Children
- The Scholars at Risk Network
- The United Nations Children's Fund (UNICEF)
- The United Nations Educational, Scientific and Cultural Organization (UNESCO)
- War Child Holland

GCPEA is a project of the Tides Center, a non-profit 501(c)(3) organization.

This Menu of Actions is the result of independent external research commissioned by GCPEA. It is independent of the individual member organizations of the Steering Committee of GCPEA and does not necessarily reflect the views of the Steering Committee member organizations.

### **Acknowledgements**

*GCPEA gratefully acknowledges the generous support of PEIC, UNICEF, and an anonymous donor.*

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# INTRODUCTION

This Menu of Actions is written in recognition that:

**Every child has the right to education.**

**States, and by extension their ministries, are obligated in accordance with international law to uphold the right to education for all, including for children and young people living in crisis-affected contexts.**<sup>1</sup> Many States have a commitment to the right to education in their own national constitutions.<sup>2</sup>

**Yet, the right to education is not realized for millions of children living in conflict-affected areas.** For example, the United Nations Educational, Scientific and Cultural Organization (UNESCO) has estimated that over 20 million primary school-age children are out of school in conflict-affected countries.<sup>3</sup>

**Students, teachers and schools are directly targeted for attacks and violence.** Thousands of school children, university students, teachers, academics, and education establishments were attacked during 2009-2013 in at least 70 countries with a significant pattern of attacks occurring in 30 countries.<sup>4</sup> In six of these countries, more than 1,000 institutions or individuals were affected.<sup>5</sup> The Global Coalition to Protect Education from Attack (GCPEA) has documented deliberate attacks including “bombing or burning of schools or universities” and the “killing, injuring, kidnapping, or illegally arresting, detaining or torturing students, teachers and academics”<sup>6</sup> in conflicts around the world. Perpetrators of such attacks on education have included armed forces, police forces, intelligence services, criminal groups, violent mobs, paramilitaries, and militias acting on behalf of the state as well armed non-State groups.

**Schools are used by armed parties in the majority of conflicts around the world.** GCPEA has documented that in the last decade, schools and universities have been used for military purposes in 26 countries—the majority of states in which there have been armed conflicts—between 2005-2015.<sup>7</sup> Schools and universities were used by parties to armed conflict (i.e. state forces, non-state armed groups, and international forces) as: bases; barracks; torture centers; and sources of shelter, water, and latrines (among other military purposes). They were also used to store weapons, to house detainees, and to recruit child soldiers.<sup>8</sup>

The negative impacts of attacks on education and use of schools and universities by parties to armed conflict are political, economic, and social, in both the immediate and long-term. The moment parties to armed conflict enter an education institution it can become a target for enemy attacks and an unsafe place for students and teachers by putting them at risk of physical violence, sexual harassment, forced labor, recruitment, accidental or misdirected firing, injury, and even death.<sup>9</sup> Attacks on schools, teachers, and students can cause psychological distress or trauma, disrupt learning, destroy facilities and learning materials, reduce the teaching force, and cause injury and death.



**What is the purpose of the Menu of Actions?** This Menu of Actions is intended as a resource to empower personnel of ministries responsible for education (hereafter ‘Ministries’ or ‘Ministry’) to better prevent attacks on education or protect schools from military use, mitigate the impact of attacks when they do occur, and respond to attacks.

**What is the source of information for the Menu of Actions?** The actions are drawn primarily from publications by GCPEA and its member organizations.

Although the focus of the paper is on schools, many of the recommendations may be considered for universities or other educational institutions (e.g. vocational training centers).

**How is it organized?** The suggested actions for Ministries to protect education from attack consists of seven components:<sup>10</sup>

- 1 Analyze the situation and monitor the attacks
- 2 Secure the schools
- 3 Ensure education continuity
- 4 Support the communities
- 5 Be conflict sensitive
- 6 Systematize the protection of education
- 7 Advocate for support, including for state endorsement of the Safe Schools Declaration<sup>11</sup> and implementation of the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*<sup>12</sup> (See Annex 1)

### **How should the Menu of Actions be used?**

Users are encouraged to:

- 1 Select the actions that are relevant to the situation
- 2 Adapt them to the country context
- 3 Take action at national, provincial, district, and school levels
- 4 Add any actions found to be useful from the local experience

A Palestinian boy writes on a shrapnel-riddled blackboard at the heavily damaged Sobhi Abu Karsh School in Gaza City's al-Shejaea neighborhood on August 5, 2014.

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## MENU OF ACTIONS

### 1. Analyze the situation and monitor the attacks

#### What does this mean?

One of the first activities Ministries can undertake to begin protecting education from attack<sup>13</sup> and schools from military use<sup>14</sup> is to analyze the current situation. In this sense, to analyze means to: identify gaps in knowledge; collect information; and examine the nature, scope, scale, and impact of the problem.

To monitor means to systematically track over time. Monitoring related to the protection of education requires, among other things, continuous collection of information (qualitative and quantitative) on both:

- The incidence, and nature of attacks and military use; and
- The implementation and outcomes of the programs and policies intended to address the problem.



## Why is it important?

Before Ministry staff can design an appropriate strategy to address attacks on education or military use, the current situation must be analyzed. The purpose of analysis is to understand the nature (i.e. type of attack, motivations, and trends and patterns), scope, and scale of attacks on education and military use of schools and other education institutions so as to inform the design and implementation of protection measures.

Systematic and continuous monitoring is important because conflict contexts are dynamic. Consistent, standardized collection of information helps to identify new areas of need and areas where existing responses need to be adapted.

## How to do it?

### Conduct a gap analysis

- Conduct a data gap analysis to find what information on attacks and military use exists, and what is needed. Find out if the Ministry has, or has access to, information to answer the following questions:<sup>15</sup>

#### For attacks on education

- Which education sites are particularly at risk of attack?
- How many and which education sites have been attacked in the last 12 months?
- How many and what types of attacks on teachers occurred in the last 12 months and how many teachers (disaggregated by gender, grade level, etc.) were affected?
- How many and what types of attacks on other education personnel<sup>16</sup>(disaggregated by gender) occurred in the last 12 months and how many other education personnel were affected?
- How many and what types of attacks on students (disaggregated by gender, grade level, etc.) at school, or en route to or from school, occurred in the last 12 months, and how many students were affected?
- Who carried out the attacks?
- Why did the attacks take place?
- What happened? How severe was the damage?
- Who is responsible for reporting attacks to the Ministry?
- In each reported attack, what help did the school subsequently request and from whom (e.g. the Ministry, police/security forces)?
- How resilient<sup>17</sup> was the affected school: how many days after the incident was learning resumed?

#### For military use of schools

- Which schools are at risk of military use and why?
- How many and which schools and other education institutions have been used by parties to armed conflict in the last 12 months and which armed parties have used them?
- Is such use usually short-term (i.e. a few days) or longer?
- How and in what ways have parties to armed conflict utilized schools or education institutions (e.g. as barracks, weapons caches, etc.)?
- Does such use usually involve complete closure of the school or education institution, or does education continue alongside military use?

- Conduct a data gap analysis to find what protection measures exist, and what is needed.
  - After an attack, what are the official procedures for schools to seek help, and from whom? Local/regional or national authorities? What help has been provided in the past? Also consider whether a school has already requested help and from whom.
  - What protection measures, such as those listed in this Menu of Actions, are in place to prevent, mitigate or respond to attacks on education or use of schools by parties to armed conflict? Where, when, by whom, and how are they implemented?
  - Is there an established government policy on military use of schools and education institutions? If so, what does it say? How has it been implemented?

### **Create an analysis and monitoring plan**

- Where information already exists, verify it with multiple sources.
- Where information is needed, determine who will collect what, when, and how.
- Where possible, use existing systems, such as data gathered as part of the UN Monitoring and Reporting Mechanism (UN MRM),<sup>18</sup> annual sector and policy reviews, education sector diagnosis (ESD),<sup>19</sup> and/or Education Management Information System (EMIS).<sup>20</sup>
- Read the annual reports and presentations on attacks on education, for example those by the Education Cluster, human rights groups, non-governmental organizations, and/or the Secretary General's Annual Report on Children and Armed Conflict and use the data to inform Ministry programs and policies.
- Allow access to information, and support in any way possible and appropriate, actors such as child protection colleagues, the Education and Child Protection Clusters, the Department of Peacekeeping Operations, UNICEF, UNESCO, the UN MRM on Grave Violations against Children in Armed Conflict when present in the country, and donor governments to monitor attacks and military use.
- Use participatory methods such as an inclusive design process, a gender-sensitive approach that includes males and females, focus group discussions, and community validation of findings to gather information from different perspectives on the nature, scope, scale, and impact of attacks and military use.
- Consider who the data collectors should be; how to ensure transparency, accountability, and verifiability in the data collection process; how the data collectors will be perceived by the local community; and how this perception may influence the data collected.
- Pay particular attention to the gendered impact of attacks and military use on girls'/boys' and women's/men's education.
- Include quantitative (e.g. frequency and number of attacks) and qualitative indicators (e.g. expressed beliefs by education stakeholders regarding motivation for attacks).<sup>21</sup>
- Base the nature and scope of the monitoring plan on the specific characteristics of the context (e.g. consider areas where data collection might not be possible due to security risks or alternately what areas are particularly conducive to data collection).
- Participate on inter-institutional committees where protection of children or education is discussed, such as the Education Cluster, the Disaster Risk Reduction Platform, peacebuilding networks, Child Protection Cluster, or other local education groups.
- Review the data collection mechanism regularly to take care that no one is being put at risk through the process.

## Engage the local community and partners in the analysis

- Involve community members, including men, women, children, and youth from marginalized and vulnerable groups, in analyzing the nature of attacks and military use.
- Involve members of the following in analyzing the nature of attacks and military use:
  - Education Cluster<sup>22</sup> or local education group;
  - Protection Cluster;<sup>23</sup>
  - Nongovernmental organizations (NGOs) working on education and/or peacebuilding;
  - Teachers unions;
  - Universities; and
  - Research institutions.
- Ensure no one is put at risk through the process of data collection and analysis by establishing and maintaining safety and security protocols.

### Hint

In situations where the ESD or EMIS cannot be adapted to the above, consider these alternatives:

- Review existing reports, such as those done by Human Rights Watch, Save the Children, UNICEF, UNESCO, and Search for Common Ground;
- Conduct a small, sample-based<sup>24</sup> study of schools known to be at risk for attack or military use;
- Appoint a small emergency response team<sup>25</sup> (comprised of local and or/external experts) to conduct a rapid needs assessment in the affected areas; and
- Partner with agencies that have the resources and autonomy to investigate the relationship between education and conflict, such as universities, human rights organizations, research organizations, members of the Education Cluster, local education groups, UN agencies, or NGOs.

## Analyze more deeply the relationship between education and conflict

It is useful to understand the root causes of the conflict in order for Ministries to take progressive policy and programmatic steps towards preventing the tensions that caused the conflict in the first place. Different actors may have different perceptions of the root causes of conflict. Even where it may be politically difficult to do so, it is important to consider the viewpoints of diverse identity groups (geographic, religious, ethnic, tribal, gender, class, political affiliation, refugee/host community, etc.).

- Assess the relationship of education to the conflict. For example, investigate the following:

### Questions related to education access

- What are the dividers<sup>26</sup> and sources of tension in the education community?
- Does any group<sup>27</sup> feel excluded from the education system? Who? Why? For example, some children may not attend school because the language of instruction is not the language spoken at home.
- Is any group particularly under-represented at secondary or tertiary levels of education? Who? Why?



- Do any groups have grievances against the state because they are disadvantaged in terms of access to education, or do not have access at all (e.g. refugee youth who cannot enroll because their home school certificates are not accepted)? Who does not have access to education? Where and why?
- What are schools' safety needs? What are schools' experiences with any military or armed groups in the area?

### **Questions related to education content**

- Does any group find the education curriculum to be biased (e.g. against their culture, religion, or history)? Who? Why?
- Do textbooks represent accurately and consistently the identity groups of the learners? If not, why not?

### **Questions related to resilience of education programming**

- What are the connectors<sup>28</sup> and capacities for peacebuilding in the education community?
- Do most schools in mixed identity areas include children from different identity groups? In which locations does this happen or not happen?

When utilizing the information gathered from these questions to draw conclusions regarding the relationship between education and conflict, it is important to consider the degree, scale, and magnitude of the occurrence.

### **Monitor the implementation and results of protection programs and policies**

- Monitor the implementation and results of the Ministry's programs and policies to protect education (e.g. are they relevant? efficient? sustainable? effective?) Periodically review and update programs and policies based on lessons learned as well as changes to the implementing context.
- Use indicators that are specific to the program theory of change and context as well as SMART: Specific, Measurable, Attainable, Relevant and Time-bound.
- Be specific with the indicators so that data can be disaggregated in order to identify disparities in education distribution that may be triggering conflict.
- Watch out for any unintended consequences, where a program may mistakenly put a group at higher risk for attack (e.g. declaring a school as a protected zone without first negotiating with armed parties may make that school a symbolic target for attack).

### **Case Study: Education Sector Development Program Data Improvement Plan in Ethiopia**

Ethiopia's Education Sector Development Program IV 2010/2011-2014/2015 (2010) recognized that the eight regions most affected by emergencies, including ethnic conflict, had limited data on the impact of emergencies on education. To address this, the Program included several strategies:<sup>29</sup>

- Collection of education in emergency (conflict and natural disaster) data that was subsequently utilized to help inform planning and budgeting for education programming in these regions;
- Integration of education in emergency data into other data collection systems, such as EMIS;
- Creation of emergency preparedness response plans; and
- Establishment of emergency preparedness task forces to implement and monitor the plans.

Although not specific to attacks on education, this example illustrates how a national education plan can: identify the impact of conflict on education; aim to improve the data on such impacts; establish a contingency plan for emergency response; and monitor responses.

### **Monitor the incidents of attacks and military use over time**

- Monitor the changes in conflict context (actors, dynamics, profile, and causes) over time including, where possible and appropriate, by consulting and coordinating with the Ministry of Defense and/or local police and security forces.
- Identify—or allow partner organizations to do so—local diverse monitors or key informants, including both male and female teachers, religious leaders, youth, women's and community groups, and locally active civil society groups.
- Train male and female monitors and/or education personnel on how to safely report on attacks, including information on who, what, where, when, how, and why attacks occur.
- Engage (in person or by phone) regularly with local monitors to discuss security updates, reports of attacks, and early warning signs of violence that may affect education.

### **Case Study: Integrating Monitoring of Attacks into Existing Systems in South Sudan<sup>30</sup>**

In early 2015, the Ministry of Education, Science and Technology (MoEST) of South Sudan said it was in the process of moving from an informal system of tracking attacks on schools and military use of schools to a more formalized system. One strategy being investigated is whether the relevant indicators can be built into EMIS. To do so, the MoEST must issue a policy and the state level must define how to implement it. Currently, the MoEST and partners are exploring how to overcome many challenges involved in implementation, such as: access to schools amid heightened insecurity, mobility of staff, connectivity of communication systems, and availability of flights to the conflict-affected areas.

In the meantime; the MoEST said it is considering other measures intended to protect education from attack, such as: finding alternative sites for schools affected by the conflict, appointing armed and unarmed guards to schools at risk for attack, establishing a code of conduct for teachers in emergencies, and revising the curriculum to include peacebuilding.

## Hint

In situations where access to information on attacks or military use is limited due to insecurity in the affected area, here are some actions to consider:

- Partner with actors embedded in the region, such as peace monitors, religious groups, or community-based organizations;
- Support training of any peacekeepers or human rights monitors on monitoring attacks on education and military use of schools, (e.g. by offering the district office for meeting space, sharing information, and participating in multi-agency coordination meetings); and/or
- Establish a secure and confidential system to share information on attacks on education and military use of schools that will not endanger the monitors or school communities.

## Engage with other actors to deepen the evidence base

Coordinate with international and local academics, practitioners, and education partners to:

- Conduct impact evaluations, and analyze whether changes in attacks on education are due to the Ministries' protection policies and programs, or other factors.
- Conduct comparative research to illuminate what programs work best in a particular context.
- Share and make use of relevant research to inform education protection responses.

## Use the data

- Analyze the risks<sup>31</sup> associated with data collection and reporting in order to determine whether and how reports on attacks may be made securely and confidentially.<sup>32</sup>
- As appropriate to the context, report data on attacks and military use to: the military; the justice system; UNICEF; UNESCO; human rights treaty monitoring bodies such as the Committee on Economic, Social and Cultural Rights, the Human Rights Committee and the Committee on the Rights of the Child; and the Human Rights Council and its mechanisms, including the Special Rapporteur on the Right to Education.
- Use the analysis and monitoring information to inform early warning systems, contingency plans, (including evacuation plans and strategies to reopen schools once it is safe to do so), advocacy, programs, policy reforms, and accountability mechanisms for perpetrators.<sup>33</sup>

### Case Study: Creation of a Vulnerable Schools List in Palestine<sup>34</sup>

Beginning in 2010, the Ministry of Education and Higher Education (MOEHE) used monitoring data to identify and update its list of most vulnerable schools. To define “most vulnerable” they specified qualification criteria, such as schools that had been directly bombed; were located in the border areas or access-restricted areas; had insecure roads leading to the school; were near the sites of security or training centers of resistance; or were near the tunnels in the south of the Gaza Strip on the border with Egypt. Significantly, this information was subsequently utilized by UNESCO, which included these schools in the Crisis Disaster Risk Reduction (CDRR) Program implemented between 2011 and 2012 (See page 24).<sup>35</sup> As of November 2015, 110 out of 395 government schools in the Gaza Strip were included on the MOEHE list of most vulnerable schools.



### **What is the UN Security Council Mandated Monitoring and Reporting Mechanism?<sup>36</sup>**

The UN Monitoring and Reporting Mechanism (MRM) on Grave Violations against Children in Armed Conflict was established in 2005 through Security Council Resolution 1612 to end and prevent six grave violations, including attacks against schools and hospitals and related personnel. In Resolution 1998, issued in 2011, the UN Security Council made the UN Secretary General's Annual Report to Children and Armed Conflict. Once listed, a party to armed conflict must enter into an action plan with the UN and ensure its full implementation to end and prevent the violation to be de-listed.

Military use is not a trigger for listing a party to the conflict as it is not necessarily a violation of humanitarian law. However, in Resolution 1998, the Security Council requested the Secretary-General to continue to monitor and report on military use of schools.

#### **Hint**

- Review regularly the reported data on attacks on and military use of schools.
- Take necessary action in response to reported attacks. For example, establish a crisis phone number for victims to call and get information on appropriate social services (legal, psychological, or other).

#### **Considerations regarding monitoring and reporting in conflict-affected contexts**

- Both those collecting information in insecure areas and those reporting on attacks or military use can be put at risk of violence for drawing attention to the issue. Therefore, conduct routine risk assessments of the conflict context and reform the monitoring system when necessary. Ensure that no person is put at risk by collecting or reporting data.
- In contexts where attacks and military use are frequent, they may be accepted as normal and therefore underreported to monitors. Use contextually appropriate methods to build awareness of the local population regarding the right to and protection of education.
- Monitors are vulnerable to potential bias in their reporting. Seek to train monitors to be aware of their own bias and control for it in their work. Objectively monitor violations from all parties to the conflict.

A guard outside a kindergarten surrounded by decorated concrete blast walls designed to protect from rocket and mortar fire, on June 24, 2015, in the southern part of Israeli kibbutz Nahal Oz, located near the border with the Gaza Strip.

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## 2. Secure the schools

### What does this mean?

Securing the schools refers to the provision of physical hardware to protect students, education personnel and/or schools, such as: school boundary walls, razor wire, lighting, and entrance blockades. Refer to the text box on page 19 for risks to be aware of when securing schools.

### Why is it important?

Physical protection is implemented to shield potential education targets from attack, to minimize damage caused by attacks, and to provide a means of self-defense.<sup>37</sup>

## How to do it?

### Assess the risk and make an appropriate plan

- Reflect, with representatives of local communities, on the analysis and monitoring data to identify where education is at greatest risk for attack or military use (e.g. en route to school, certain types of schools, or particular geographic areas, etc.).
- Define a minimum threshold of school safety measures for all learning sites and plan for gender-specific issues (e.g. appropriate toilet facilities for girls).
- Prioritize areas identified as high risk for attack and develop a systematic and progressive plan to ensure that schools meet the minimum threshold of school safety measures.

### Establish secure school boundaries

- Build boundary walls, such as brick topped with razor (concertina) wire around schools, where appropriate.
- Put car blockades (rocks, cement blocks) in front of buildings, to deter cars with weapons from entering the school area.

### Select safe school sites, designs, and construction<sup>38</sup>

- Coordinate with authorities, engineers, architects, community members, and builders to select the safest construction materials and school sites (e.g. away from likely military targets).
- Select school designs that include clear evacuation routes and safe spaces (e.g. ‘safe rooms’ that can protect against armed attack and against natural disasters. Incorporate reasonable accommodations for people with disabilities).
- Prioritize improvements for schools that are most vulnerable to attack.

## Hint

Useful tools for comprehensive school safety planning may be found in:

*Disaster and Emergency Preparedness: Guidance for Schools*  
(International Finance Corporation-The World Bank Group, undated).<sup>39</sup>

A select list of the tools available:

- School Disaster Readiness and Resilience Checklist
- Risk Assessment Matrix
- School Building Safety Checklist
- Drill Scenarios
- Drill Preparedness Checklists
- Class Status Report Form
- Student/Family Reunification Form
- And Emergency Provisions Checklist



## Reduce risk of attack en route to school

- Provide—or partner with local organizations, parents, or police who can offer—transportation, convoys, or accompaniment of students and/or education personnel to and from school.
- Change the school schedule to avoid student and teacher travel during peak times of risk or conflict.

## Appoint armed or unarmed guards

- Establish unarmed or, where warranted, armed guards (where they have the appropriate training, supervision and certification) to protect school property and promote the safety of students and education personnel.
- Coordinate with the local police, or community group, to watch the schools.

## Provide relevant safety and security equipment

- Designate containers and/or underground (bomb proof) locations to store education data, textbooks, and teaching materials during attacks.
- Provide safety equipment such as first aid kits, fire extinguishers, generators, manual microphones, and alarm systems.

## If attacks occur, secure the school area before allowing re-entry

- Establish a protocol involving relevant governmental partners to assess an attacked learning site for safety.
- If an attacked, or at-risk for attack, school is found to be unsafe for return, transfer education personnel (and their families) and the students to other schools without penalty (e.g. loss of pay or loss of access to examinations). Take into account cost of transportation for education personnel and students if alternative schools are a significant distance away from the former school location.
- Once an area has been rendered safe following an attack, reopen schools as soon as possible to minimize the time in which students, teachers, and communities are displaced.

### Case Study: Physical School Protection Measures in Pakistan<sup>40</sup>

Following the 2014 attack on the Army Public School in Peshawar, Pakistan, the Government of the Punjab, Home Department, issued an advisory note requesting that all schools increase school security within 48 hours through specified measures. Among the list of 24 activities were several physical protection measures, a few of which are excerpted below.

- Constructing boundary walls around the school up to 8 feet in height
- Fencing the boundary wall with razor wire up to another 2 feet in height
- Using a single entry/exit gate generally and using a second gate only in exceptional circumstances or as an emergency exit
- Erecting concrete barriers at the entry/exit gate
- Installing a walk-through gate and using metal detectors for physical search of the entrants and using bottom view mirrors for checking vehicles
- Ensuring zigzag entry into premises by deploying concrete barriers

**Hint**

Community leaders and managers of the school facilities, teachers, and education personnel may be at particular risk for attack. For greater detail on measures to protect teachers see GCPEA, *Protecting Education Personnel from Targeted Attack in Conflict-Affected Countries* (GCPEA, 2014).<sup>41</sup>

**Provide physical protection for teachers and other education personnel**

- Provide mobile phones or radios to connect education personnel to an emergency response communication system.
- Coordinate with the Ministry of Defense and local police forces to ensure responses are timely, organized, and effective.
- Establish an emergency response communication system (e.g. SMS text message system) for all levels of the education system—teachers to national level of the Ministry.
- Consider providing weapons of defense and bulletproof vests to education personnel.
- Build boarding houses for students and/or education personnel to reduce their time spent on dangerous routes to and from school (where this does not put them at greater risk of attack).

**Case Study: Measures to Protect Teachers in Colombia**

In Colombia teachers have been especially affected by decades of violence. The Ministry of Education (MEN) reports the murder totals of both unionized and non-unionized teachers to have been: 34 in 2009; 40 in 2010; 36 in 2011; and 30 in 2012.<sup>42</sup> The MEN and other government entities collaborated to enact the following:

- Beginning in 1989, the government and MEN passed a series of legal decrees<sup>43</sup> to establish and regulate measures to protect teachers;<sup>44</sup>
- MEN and Departmental Educational Authority personnel participated in multi-agency special committees to assess risk to teachers and determine appropriate protection measures for each individual case. The committees considered temporary and permanent solutions, as well as, when possible, the wishes of the threatened teacher;
- Inter-departmental agreements were made to allow threatened teachers to relocate to another department during which time an assessment would be made of the risks;
- Additional protection measures were established, such as the delivery of mobile phones, radiophones, and bulletproof vests.<sup>45</sup>

## Considerations regarding physical protection of education

Physical protection measures may be deemed necessary in high-risk areas; however, these measures can have unintended negative consequences.

- Posting armed guards at a school, or arming teachers, could make the school appear “militarized” and thus make it a target for attack. Unarmed guards may pose less of a risk, but the guards themselves then do not have a way to defend the school if an attack occurs. Analyze the costs and benefits of any physical protection action before deciding on a course of action.
- Arming teachers can affect the students’ perception of the school, increase their sense of fear, as well as put students, teachers, and education personnel at greater risk for accidental shootings.
- Reinforcing school infrastructure may make schools more attractive for security forces or armed groups to use for their own operations. Military use of schools can, under international humanitarian law, change the status of the school from a civilian to a military object, making it a legitimate target for attack. It is important to agree in advance with the defense and security authorities that ‘fortified’ schools will be protected from military use; and to be sure that local commanders will respect this.
- It is important to note that physical protection measures only address the short-term effects or symptoms of the conflict. As much as possible, include actions that address the root causes of conflict and prevent further attacks, such as inclusive access, peace-oriented curricula, language of instruction, and teacher hiring policies (See page 27).

In addition, Guideline 5 of *The Guidelines for Protecting Schools and Universities From Military Use During Armed Conflict* cautions that:

“The fighting forces of parties to armed conflict should not be employed to provide security for schools and universities, except when alternative means of providing essential security are not available. If possible, appropriately trained civilian personnel should be used to provide security for schools and universities. If necessary, consideration should also be given to evacuating children, students and staff to a safer location.”



### 3. Ensure education continuity

#### What does this mean?

Ensuring education continuity means delivering education in a different way so that students have access to education in spite of the disruption of the normal system. Alternative delivery methods may include but are not limited to: changing learning sites, non-formal education programs, accelerated learning classes, temporary learning spaces, or home schools. Use of distance and open learning methods may be possible in some contexts.

#### Why is it important?

Education is disrupted when schools or other education institutions are attacked, under threat of attack, or occupied by parties to armed conflict, when teachers or students are absent due to fear of attack, or parents withdraw their children because the schooling and/or the route to school have become unsafe. The impact of this disruption can last months and even years. Alternative delivery of education is important because it minimizes the disruption of learning and can provide structure, routine, and peer support that helps students recover from psychological distress or trauma.

#### How to do it?

##### Make contingency plans to continue education

- Require and develop at all ministerial levels contingency plans for the continuation of education in the event of an attack or military use of a school or other education institution.
- Consider for these plans the alternative delivery mechanisms below and select what is most relevant and feasible in the particular context.
- Include in contingency plans the roles of potential partners such as NGOs that have experience in providing education through alternative delivery mechanisms.

#### Hint

There are many ways to continue education that Ministries may consider that are appropriate to each context-specific circumstance. Some can be prepared for in advance as part of contingency plans or school safety plans. For greater detail see GCPEA, *Study on Field-based Programmatic Measures to Protect Education from Attack* (2011) and GCPEA, *School-based Measures to Protect Education from Targeted Attack* (2016).

## Weigh the pros, cons, and feasibility of alternative education delivery mechanisms and select those appropriate for your context

- **Alternative learning sites** Provide alternative learning sites in cases where the site, students, or education personnel are under threat of attack, or have been attacked. This can be education that takes place in a low-profile community space, neighboring school, or home, with locally recruited volunteer teachers.
- **Distance-learning** Provide distance-learning opportunities to reach students who are unable to travel to school due to security concerns or whose schools have been destroyed by attacks. Some forms of distance learning—by television, radio, and internet—allow for students to watch or listen to a recorded or live instruction session and then complete self-directed or locally facilitated activities.
- **Shifts** Provide multiple shifts in schools. In cases where students and education personnel are forced to relocate due to insecurity in their home school, host communities can provide double shift schooling to accommodate the increased population. One group can attend in the morning and another in the afternoon.
- **Summer schools or evening classes** Provide summer schools or evening classes for students whose school was closed for a period due to, for example, threats to the teachers, election violence, or military use as barracks.
- **Temporary learning spaces** Provide temporary learning spaces for students who have been relocated due to conflict or whose schools are used by an armed party. Temporary learning spaces are intended to be short-term classrooms, typically constructed of temporary materials like tents.

### Case Study: Interactive Radio Instruction in Somalia<sup>46</sup>

Interactive radio instruction may be feasible in low budget environments with limited security. The Education Development Center's (EDC) Somali Interactive Radio Instruction Program provided consistent broadcast of education programs on literacy, numeracy, life skills, health, and conflict prevention between 2005 and 2011. Broadcasts were transmitted three hours a day for up to five days a week on FM band to the common household radio, potentially reaching over 300,000 children. With the interactive radio instruction broadcasts, local teachers led classes. Simultaneously, teachers were trained in interactive teaching methods such as activities, stories, and songs that could be broadcast via radio. Following the program's closure in 2011, EDC signed licensing agreements with the Ministries of Education for Somaliland, Puntland, South Central (Federal), and with other NGOs allowing them to continue to use the program and materials. According to the EDC, these Ministries continue to implement the program.

### **Case Study: Alternative Education Delivery for Students Displaced by Conflict in Nigeria**

The Safe School Initiative (SSI)<sup>47</sup> was launched in 2014 by Gordon Brown, UN Special Envoy for Global Education, and a coalition of Nigerian business leaders in response to attacks on education in Nigeria's northern states (i.e. Adamawa, Borno, and Yobe) carried out by Boko Haram beginning in 2012.<sup>48</sup> To attempt to maintain continuity of education for the children internally displaced by the conflict in these states, the SSI partners (DFID, UNICEF, and the Ministry of Education) began in 2015 to develop and explore possibilities for implementing several measures, including:

- Transferring secondary school students from conflict zones to safer areas;
- Holding sensitization meetings with host communities to identify capacity to accept displaced students;
- Enrolling displaced students into normal school programs in host community schools;
- Adapting schools to accommodate double shifts and appointing additional teachers;
- Providing temporary schools in the camps for internally displaced; and
- Providing limited tents and learning materials to encourage enrollment and retention of students in internally displaced camps.

### **Considerations regarding alternative delivery of education**

- Hire new teachers, giving preference to teachers who have some education, but also plan for the potential transition of those teachers back into the formal education system.
- Since alternative education delivery is intended to be a temporary solution, programs should use curriculum and assessments aligned as closely as possible to the national education system to prevent loss of learning.
- Relocating students or education personnel from high-risk environments to alternative spaces might unintentionally create new targets for attack by gathering all of the students or teachers in one location.
- Creating temporary learning spaces for the displaced population could result in tension with the host community population. With local community members, continually assess the conflict dynamics and safety of the alternative delivery strategy and location. Alternative education delivery mechanisms are often provided by non-Ministry actors, such as NGOs, and therefore may involve unique curricula and assessments. Ministries can coordinate with these actors to ensure that what students are learning and how they are tested is congruent with the formal system, to enable students to re-enter the formal system easily and as soon as possible.

## 4. Support communities

### What does this mean?

Ministry support of the community's role refers to identifying, acknowledging, ensuring capacity for, coordinating with, and/or providing resources to community-based actors to protect education from attack, and schools from military use. Actions undertaken by community members may include, but are not limited to, discouraging school use by military or armed groups, negotiation of agreements for schools as zones of peace, other negotiations with armed groups, creation of child protection clubs, and prohibiting school use for electoral activities that may attract violence.

### Why is it important?

Supporting the community's role in protection is important because community members often have the ability to respond quickly, the knowledge of the local context, and the commitment to protect education for their children. Stakeholders perceive community-based measures to be one of the most powerful mechanisms to protect education from attack.<sup>49</sup>

### How to do it?

#### Include in the Ministry's analysis and monitoring any local protection measures

- Collect detailed information on the community's local methods for protecting education from attack and schools from military use.
- Use the information about local mechanisms to help develop and scale up innovative, locally appropriate protection strategies.
- Explore how to replicate or scale up local measures of protection through programs at the provincial or national levels.

#### Establish a grant program for prevention, preparedness, and response to attacks on education

When an attack on a school happens, often the local community is first to respond. The Ministry can strengthen the local responses through a grant program.

- Establish, or partner with an agency that can, a national education emergency grant program that provides funds to local offices for the prevention and mitigation of and response to attacks.<sup>50</sup>
- Ensure the national grant program is flexible and easy to administer to the subnational levels.
- Allow the district level officers and members of the affected community to determine the most appropriate mechanism for response to attacks.
- Utilize the grant program to promote local, innovative approaches to protecting education, such as technology to support early warning systems, or alternative education delivery methods.
- Where immediate school rehabilitation is not feasible, the grant can fund alternative delivery mechanisms such as alternative sites, radio/television instruction, home-based schools, summer sessions, and temporary learning spaces.
- Do not use a grant program to replace national-level response or shift the duty of protection to the community alone.



## Support school protection committees

- Mobilize—or partner with agencies who can—school protection committees (including representatives from different identity groups) to be protection advocates on issues such as child rights, the protection of education, and continuing education after disruption.
  - Provide policies and guidance at national, subnational, and school levels for ongoing analysis and monitoring of hazards, including attacks on education and military use of schools.
  - Require school management committees to involve the community in the analysis and monitoring of attacks on education to inform school safety and security plans.
- Require—and support—school protection committees to prepare and implement school safety and security plans *that include attacks on schools and military use of schools*.
  - Train local education administrators to review existing school safety and security plans to verify that protection from attacks and military use of schools are included, as well as to determine the modifications needed.
  - Support a monitoring system to ensure plans are updated, relevant, and implemented.
  - Ensure linkages between the community’s education plans and related disaster risk reduction or emergency plans.

### Hint

When drafting national guidance on school safety plans relevant to attacks and military use, consider including guidance on how to:<sup>51</sup>

- Define what criteria constitute “attacks on education” and “military use of schools,” for planning and reporting purposes;
- Identify possible scenarios, for example: “If an armed group enters the school and begins shooting then...” “If an armed group demands use of the school grounds...” followed by step-by-step guidelines on who will do what;
- Clarify roles and responsibilities of teachers and other education personnel;
- Establish evacuation and lockdown procedures;
- Enact drills to practice with the school community what to do in the event of different kinds of attacks and military use (alongside what to do in the case of natural hazards/disaster risk reduction);
- Identify a district-level emergency operations meeting place, from which response to attacks can be coordinated;
- Establish parent-student reunification sites;
- Create a system for accounting for students, teachers, and other education personnel;
- Prepare and maintain emergency kits (e.g. first aid, fire extinguishers); and
- Establish a communications protocol between school communities, Ministries, other relevant governmental entities and humanitarian agencies.

### Case Study: Crisis Disaster Risk Reduction Program in Palestine<sup>52</sup>

In Gaza in 2011, MOEHE partnered with UNESCO to deliver a Crisis and Disaster Risk Reduction Program that sought to make vulnerable schools safer by adopting an integrated approach. Specifically, it adapted the principles and good practices of disaster risk reduction to a conflict setting and the particular context of Gaza.

One activity was to train education communities. Training topics included:

- Applying the INEE Minimum Standards for Education in Emergencies;<sup>53</sup>
- Providing psychosocial support, including: sport, play, expression of feelings, and life skills;
- Addressing emergency conditions;
- Planning for contingencies;
- Delivering first aid (in partnership with the Red Crescent);
- Identifying and handling suspicious objects;
- Extinguishing fires;
- Identifying and responding to electrical hazards;
- Planning for civil defense;
- Procuring and using safety equipment (e.g. fire extinguishers, generators, manual microphones, phosphorescent uniforms for safety committee members and alarms to alert the school in event of an attack); and
- Using an SMS (text message) alert system.

Another activity in the program was to recognize and support locally developed strategies for protecting schools, such as the following:

- Parents calling teachers in the morning to check if the route to school was safe;
- Children taking only pre-agreed routes to and from school;
- Avoiding use of schools for end-of-year examinations in areas at high risk for attack; and
- Preventing children from participating in high visibility activities (e.g. sports competitions in central locations, etc.) that may draw attention for attack.

### Build community capacity

Effective and sustainable local involvement in protecting education from attack requires a high level of capacity building and commitment from community members.

- Raise public awareness, for example through national campaigns, on relevant topics, such as: the importance of education; going back to school after conflict-caused closures; and schools as protected conflict free zones.
- Build communities' capacity—or partner with agencies that can—on protection topics, including:
  - Monitoring and reporting on violations of children's and human rights;
  - What constitutes an attack or military use;
  - Drafting school-based contingency plans for attacks and military use;

- INEE Minimum Standards for Education in Emergencies;
- Psychosocial support methods;
- Alternative learning modalities for when schools are closed;
- Advocacy and promotion of the right to education;
- Prevention of physical and sexual violence and recruitment into armed groups;
- How and to whom to refer cases of abuse;
- Early warning systems (formal and informal, such as teachers texting parents);
- First aid;
- School evacuation;
- School safety; and
- Student and teacher accompaniment to and from school, etc.

### **Case Study: Community Involvement in Restricting Military Use of Schools in Cote d'Ivoire**

During the post-election crisis from late 2010 to mid-2011, schools were looted, used by armed groups and state forces for housing, storing ammunition and weapons, and as mass graves.<sup>54</sup>

According to the Global Education Cluster, in 2011 regional education officials, school management committee members, and child protection committee members collaborated to protect schools from military use when violence escalated between 2010 and 2011. Together with UN police and military escorts, these groups visited 20 military checkpoints and 14 schools to sensitize the armed groups about how conflict affects children.<sup>55</sup> The presentation topics included awareness of international humanitarian law and UN Security Council Resolutions 1612 and 1998.<sup>56</sup> As a result, commanders of the Republican Forces of Cote d'Ivoire agreed to meet with child protection officers weekly to review reports of the use of schools for military purposes. Armed groups vacated all but five of the forty-five schools they had previously been using.<sup>57</sup>

## Support community negotiations to protect schools

The Ministry can support local communities to negotiate with local stakeholders, including armed parties, in order to establish community consensus regarding what behaviors are acceptable on school grounds. The resulting agreement may have many names, including a sanctuary of peace agreement, a declaration of a zone of peace, school code of conduct, or a conflict free zone or peace zone agreement.

- Increase awareness of Ministry personnel at all levels (national, provincial, district and school) about community negotiations with armed parties and the concept of the school as a zone of peace.
- Train local Ministry staff on the negotiation steps, and how to support the community at each step, such as:
  - Raising community awareness on the need for protection and the process of negotiation;
  - Negotiating with relevant actors on agreed upon acceptable behaviors on school grounds;
  - Writing the agreed upon protection standards or “code of conduct” (See case study on page 27);
  - Validating the draft with diverse community members; and
  - Declaring publicly at the community level a school as a conflict-free zone or a zone of peace.
- Offer ministerial political support by hosting meetings and participating in community protection committee meetings and public declarations of schools as zones of peace.

### Hint

Measures taken by communities can complement the Ministry’s actions and play a crucial role in the protection of education. For greater detail on how communities can enhance security and ensure the protection of education see GCPEA *The Role of Communities in Protecting Education from Attack: Lessons Learned* (GCPEA, 2014).<sup>58</sup>



## Case Study: Learning Institutions as Zones of Peace Declaration in the Philippines



### DECLARATION of LEARNING INSTITUTIONS as ZONES of PEACE

Data Gumbay Elementary School  
Barangay Busyan, Datu Piang Municipality, Maguindanao



#### DECLARATION of PRINCIPLES

#### CODE of CONDUCT

1. No bringing of guns in the premises of the school to avoid possible encounters and threat to children

2. Enforce strict security & protection of declared zones of peace

3. Protection of Learning Institution in times of emergencies (conflict cum displacement)

4. Provision of expressed and continuous support to education issues such as need for renovation of school buildings, insufficient school facilities (table & books), books, status of volunteer teachers & allocation of fund to grant increase honorarium for day care teacher & uzadztes

5. Policy on alleviating the number of out-of-school-children or out-of-school youth (OSC/OSY)

6. Policy on mitigating/reducing the number of minor in engaging to adult activities such as being included in labor force as "pedi cab and/or tricycle drivers and traders"

- Negotiation/dialogue that there should be no AFP posts or other armed groups within the premise of the school
- Coordinating Committee on Cessation of Hostilities (CCCH) to facilitate the above conduct on respective individuals/groups
- Setting of "corrective measures" to impose for the violation of code herein
- Barangay Council to initiate action in acquiring for Barangay legislation through "ordinance"

- Parents Teacher's Association (PTA) with school authorities to campaign on the whole community to observe clean environment on the premise of declared zone
- Parent Teacher's Association (PTA) with other parents in the community to orient & discipline children not to enter the school premise especially the declared zone of peace during off classes and/or holidays
- Parent Teacher's Association (PTA) with Department of Education & Barangay Local Government Unit discretion to impose corrective measures in case anyone may found responsible to cause any form of destruction on declared zone
- Barangay Local Government Unit to facilitate the campaign/advocacy on community in prohibiting any residents in tying their raised animals to enter into Learning Institutions especially the declared zone that may possibly cause destruction
- Barangay Council to strengthen the campaign for strict security & protection through legislating of a Barangay ordinance

- Advocating on setting Learning Institution's as the "last option" to be use as evacuation center during emergencies/displacement to avoid destruction of facilities & buildings
- In response to above mentioned conduct, constructing of evacuation center where the evacuees stay during emergencies or displacement
- In case of massive displacement and occupying Learning Institution is indispensable, Parent Teacher's Association (PTA) with Department of Education and Barangay Local Government Unit to initiate action tantamount to protection of school facilities & buildings through monitoring the status of LI time to time & storing the facilities to safe place
- Conduct of skilled training for community on disaster risk reductions (DRR)

- Lobbying or establishing of referrals to raise such education issues to concerned agencies/institutions responsible for providing of solution thereof

- Department of Education personnel with Parent Teacher's Association (PTA) to campaign/advocate for the importance of education through leaf letting activities, symposiums on school to school

- Department of Education with Barangay Local Government Unit to campaign the importance of education to all the parents regarding the importance of education (house-house or communal gathering)
- Organizing the parents of the minors whom are engaging in labor force as pedicab or tricycle drivers and traders & provide livelihood assistance for them to have enough resources to send or resend their children to schools
- Organizing of the minor and bring their interest to schooling

## Considerations regarding Ministry support of community negotiations to protect schools

The Ministry can support the community to analyze the conflict context and ensure that the right facilitators, community members, and representatives of parties to conflict are involved. In so doing, consider the following precautions:

- **Perceptions matter.** The perception of the person facilitating the negotiations will affect who is willing to participate. In some cases, someone familiar with the local context of the conflict might be the better choice. In other contexts, an international mediator might be preferable, due to his/her role as an outsider and therefore not a party to either side of the conflict. Informed by the conflict analysis, work with the community to select a facilitator who understands the conflict dynamics and has the trust of all actors involved in the negotiations.
- **Risks should be analyzed and managed.** There is potential risk to the facilitator of the negotiations and those engaging in the dialogue. Before supporting a community in negotiations, work with them to collect information on the conflict dynamics and actors to ensure that the negotiation activities do not unintentionally make anyone or anything a target for attack.
- **Publicly claiming a school as a zone of peace without negotiation with local political and armed group leaders could elevate the school profile as a symbol and thus increase the likelihood it may be targeted for attack.** Encourage the community to go through all the steps of negotiation in order to reach a durable agreement.
- **In some contexts, negotiation is not an appropriate measure.** Armed parties in some cases may be fractured or loosely structured, making it difficult to hold them to agreements. Establishing an agreement that is immediately broken with little or no accountability can weaken the negotiation system. Therefore, support the community to analyze the nature of the armed groups before initiating a negotiation process.
- **Negotiations can also create legitimacy for armed non-state groups.** In analyzing conflict dynamics, communities should be supported in ensuring that legitimizing an actor in this way will not trigger violence among different armed parties.
- **Finally, Ministry support of community negotiations regarding attacks on education should NOT transfer the responsibility for safe education from the Ministry to the community; rather it should complement the Ministry's parallel efforts to protect education.**

## 5. Be conflict sensitive

### What does this mean?

For a Ministry to be conflict sensitive means to reform policies and programs so that they minimize contributions to conflict and maximize contributions towards peace.

### Why is it important?

Education instills knowledge, attitudes and behaviors and in so doing it can be an incredibly powerful force for societal transformation towards peace—or war. Establishing education policies and programs that reduce the causes of tension between groups and that increase social cohesion across groups contributes to building peace, thus hopefully reducing the likelihood of attacks on education and military use of schools.

### How to do it?

#### Review existing education policies and programs for conflict sensitivity

- Review existing and proposed national education policies and programs to determine whether and how they contribute to conflict, peace, or both.
- Review for conflict sensitivity policies and programs that may directly and/or *indirectly* contribute to protecting education, such as those regarding:
  - Teachers' codes of conduct;
  - Language of instruction;
  - Exam reciprocity and recognition;
  - Teacher recruitment, selection, placement, and payment; and
  - Curriculum, textbooks, and other education materials.

#### Build trust between the Ministry and school communities

- Foster trusting relationships between national and local Ministry staff and the school communities by consulting with qualified representatives of diverse identity groups about how best to protect education. Involve:
  - Men and women from different cultural, ethnic, or religious groups;
  - Men and women from different geographical locations;
  - Educators;
  - Learners (children, youth, and adults);
  - Parents and community members;
  - Humanitarian and development workers;
  - The Education Cluster or other local education group members;
  - NGO staff;
  - Peacebuilders; and
  - Disaster risk reduction specialists.
- Communicate clearly and consistently to local levels the Ministry's plan to protect education from attack and schools from military use.

## Integrate conflict sensitive curricula

- Establish an inclusive and participatory committee and undertake research to examine the relationship, if any, between the curricula, language(s) of instruction, conflict, and attacks on education.
- Reform the curricula so that the content does not contribute to intergroup tensions, promote a culture of violence, or perpetuate stereotypes.
- Maximize the curricular's contributions to a peaceful society by including topics such as:
  - Critical thinking;
  - Conflict prevention;
  - Peaceful conflict resolution;
  - Peace education;
  - Human rights;
  - Humanitarian action and law;
  - Respect for diversity; and
  - Responsible citizenship.
  - Additionally, include content and graphics representing all identity groups and exclude content and graphics biased against any identity groups.

### Hint

The Ministry may include peacebuilding topics in national textbooks or supplementary materials in a way that teachers can utilize them even in difficult classroom conditions and with little training. For detailed guidance see: *Safety, Resilience, and Social Cohesion: A Guide for Curriculum* (PEIC, UNESCO-IIEP and IBE, 2015).<sup>59</sup>

Where there is scope for an intensive local peace education program, which will require ongoing and extensive teacher training and support, there are already materials available online, for example:

- *Learning to Live Together: Education for Conflict Resolution, Responsible Citizenship, Human Rights and Humanitarian Norms* (PEIC, 2013)<sup>60</sup>
- *Inter-Agency Peace Education Program: Skills for Constructive Living Training Package* (UNHCR, UNESCO and INEE, 2005)<sup>61</sup>
- UNICEF and Ministry of Education of Sierra Leone, *Emerging Issues* (teacher training program) (UNICEF, 2008)<sup>62</sup>



## Establish conflict sensitive language of instruction

Avoid language of instruction programs or policies that may trigger violence against the government and/or school.

- Establish a committee and undertake research to examine the relationship, if any, between the national language of instruction policy, conflict, and attacks on education.<sup>63</sup>
- Consider the policy in light of findings from monitoring and analysis as well as the needs of diverse learners.
- Evaluate the impact on different identity groups of a variety of language of instruction policies, such as:
  - Mother-tongue instruction for early grades, and where applicable higher grades;
  - Realistic approaches to multilingual instruction for displaced and host communities, if the language of instruction is different;
  - Decentralized policies, wherein subnational offices determine the policy; and
  - New or enhanced second language instruction to enhance employability.

## Establish conflict sensitive programs and policies to address inequitable access to education<sup>64</sup>

Unequal access to education can cause tension between groups, and between citizens and the state. When schools are viewed as extensions of the state, against which there are grievances, they can become vulnerable to attack. Conflict sensitive access programs and policies aim to reduce inequitable access to education and promote equal access to education for all identity groups.

- Analyze the relationship between access to education and conflict in the specific context.
- Set a progressive plan to move towards conflict sensitive access policies that promote equal access to the different levels of education by different identity groups.
- Find solutions to administrative barriers to enrolment, such as: non-recognition of previous studies or non-formal programs; requirements for prior school records; requirements for birth certificates; and exclusion because of age.
- Remove cost barriers, for example by minimizing/eliminating school fees and charges and/or providing scholarships or conditional cash grants.
- Implement a process for validating academic achievements gained by students in another country, for example refugee students or students returning home after being refugees.
- Provide learning opportunities that are inclusive and accessible to all, including speakers of non-dominant language groups, refugees, displaced persons, and students with disabilities.
- Eliminate discriminatory registration, admission, or graduation practices, and grant recognition and equivalency certificates for refugee education programs.



## Recruit, select, and deploy teachers in a conflict sensitive way

Who teachers are, how they are selected, and the roles they play in a community can all be potential triggers for conflict, and maybe attacks. To avoid such problems, consider the actions below.

- Take progressive steps to ensure that the overall composition of senior Ministry staff includes men and women from diverse identity groups, and that the staff composition of local Ministry offices is appropriate.
- Through national level policy, set national conflict sensitive human resource standards for the education sector:
  - Use non-discriminatory job descriptions and selection guidelines;
  - Establish a selection committee that represents diverse social groups;
  - Make transparent the selection criteria and process; and
  - Select teachers and other education personnel based on job descriptions and conflict sensitive competencies.
- Reform national pre-service and in-service teacher preparation policies to reflect conflict sensitivity capacities (See box below), pedagogy, and curriculum so that their teaching methods do not trigger hostilities.
- Deploy teachers in a fair and transparent way to all regions equitably, using incentive schemes to fill hardship positions and with attention to abilities in the mother tongue where used for instruction.
- Establish and implement long-term equitable human resource and payroll systems.

### Hint

A teacher who is conflict sensitive:<sup>65</sup>

- Understands the conflict, root causes, dynamics, and the need for conflict transformation;
- Knows education for all is a human right;
- Is aware of his or her own biases and of how his or her own actions in the learning environment may be perceived by different identity groups;
- Is capable of having a conversation about conflict with learners;
- Is able to see the link between access to quality education and the mitigation of conflict; and
- Is able to gather and analyze information in various ways, think critically, and challenge assumptions.

### Case Study: Protecting Teachers in Thailand<sup>66</sup>

An on-going insurgency in southern Thailand waged by the ethnic Malay Muslim minority against the ethnic Thai Buddhist majority government escalated in 2004. Students, teachers, and schools were caught up in the violence and between 2004 and 2011 insurgents burned and bombed numerous government schools and routinely harassed and killed teachers.<sup>67</sup> In 2010, the southern provincial education offices instituted a number of policies intended to protect schools from attack and teachers from assassination. These policies included:

- Increasing by five-fold the hours of Islamic religious instruction in the four provinces where the ethnic Malay Muslim population is concentrated or predominates and switching from five to six days a week of schooling to accommodate the extra lessons;
- Teaching English, the Malay language and the local Muslim population's tribal language;
- Funding projects that build relationships with the local community such as vegetable gardens for the school;
- Transferring Thai Buddhist teachers to city areas which are safer, supported by subsidies to cover the extra cost of additional travel to school;
- Recruiting more than 3,000 teachers from the local community to replace teachers transferred to other parts of the country; and
- Requiring students to study at home when access to school is limited, with community teachers visiting their homes.

The aim of these policies was to build relationships and trust with local communities and encourage them to protect teachers, students, and schools, although data was not collected on whether the number of attacks was reduced by this measure.

### Adopt conflict sensitive financing policies

Grievances about under-resourcing or inequitable resourcing can trigger conflict, and education can become a target for attack.<sup>68</sup> Control for this at the national level by considering the following actions:<sup>69</sup>

- Make higher investments in underserved areas;
- Implement a transparent and accountable financial reporting system, for example by using public expenditure tracking surveys, quantitative service delivery surveys, and audits;<sup>70</sup>
- Inform stakeholders of education resource plans and progress achieved in implementing these plans over time; and/or
- When partnering with donors, consider local perceptions of the donor or the donor country.



A Ukrainian soldier sits in a schoolroom converted into barracks for soldiers waiting to be sent back to the front line in Lebedynske, Ukraine.

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## 6. Systematize protection of education

### What does this mean?

To systematize protection of education means to include it in the Ministry's standard administrative and operational processes including: education sector analysis, planning, programming, budgeting, financing monitoring, and evaluation. This requires allocating human and financial resources.

### Why is it important?

Integrating protection of education into administrative and operational processes ensures that the protective measures described in this paper will be adequately planned for and resourced at the system level.

### Appoint Ministry staff for protection of education

- Appoint a national-level officer to chair a national multi-sectoral/multi-agency steering committee to protect education from attack and schools from military use.<sup>71</sup> It is particularly important to involve representatives of the defense and security forces in this work from the outset.

- Appoint Ministry staff as focal points for protecting education at the provincial, district, and municipal levels.
- Build education protection into the Ministry's national and provincial leaderships' job descriptions and supervision accountability mechanisms.
- Adapt job descriptions and performance evaluations to ensure education personnel are held accountable for protective programming.

### **Represent the Ministry's interests to protect education on existing coordination mechanisms**

Task the committee members, or other designees, with the following:

- Represent the Ministry's interests to protect education by participating in education-specific networks, such as the Education Cluster or other local education groups.
- Represent the Ministry's interests to protect education on non-education specific committees, such as:
  - National safety and security;
  - Peacebuilding;
  - Emergency and crisis response;
  - Counter terrorism;
  - Disaster risk reduction;
  - State building management;
  - Military;
  - Electoral; and
  - Conflict management.
- Host meetings and dialogues with a variety of both education and non-education stakeholders to raise awareness of attacks on education, military use of schools, and potential solutions.
- Identify opportunities and candidates for partnership in order to implement the national plan to protect education.
- For countries that have endorsed the Safe Schools Declaration, identify areas for partnership to implement the Declaration including the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*<sup>72</sup> (See Annex 1 and 2).
- Establish a Memorandum of Understanding that identifies who will do what during a response to an attack on education or military use of a school, with relevant government entities or Ministries (e.g. Health, Emergency Response, Defense, and Child Welfare).

### **How to do it?**

Note: For activities related to analysis and monitoring, critical steps in the systematization of protection of education are listed in Section 1 of the Menu of Actions.

### Case Study: Systematizing School Protection in South Sudan

The MoEST with the Ministry of Culture, Youth and Sports, and supported by the Government of the Netherlands and UNICEF, hosted a national conference on the theme of learning spaces as zones of peace for 150 stakeholders from all over South Sudan, including youth. A result of the conference was agreed upon minimum standards for learning spaces and the signing of the Learning Spaces as Zones of Peace Communiqué. By signing the Communiqué, the MoEST committed to addressing the root causes of violence, protecting learners, and promoting peaceful conflict resolution. Peace-promoting education programs are to be rolled out in all 10 states (though a timeline for implementation has not been specified). Life skills and peacebuilding subjects have been piloted in 48 centers and will be integrated into the national curriculum.<sup>73</sup>

### Hint

For greater detail on how to address safety, resilience, and social cohesion at each of the 5 stages of the education sector planning process, see the 6-booklet series: *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners* (PEIC and UNESCO-IIEP and IBE, 2015). A parallel set of booklets has been published on incorporating the same into curriculum development and teacher training.<sup>74</sup>

### Develop Ministry education protection plans

Task the committee, or other designee, with the following:

- Write guidance for developing a plan on prevention, mitigation, and response to attacks on education and military use of schools.<sup>75</sup> Use the actions listed in this Menu of Actions for guidance;
- Provide technical and financial support to subnational offices to develop their own locally specific education protection plans;
- Require national and subnational offices to produce an education protection plan;
- Review, revise, and maintain the education protection plans over time;
- Allocate financial resources to education protection activities in the plans;
- Review progress made towards the plans' goals in the Ministry annual review processes; and/or
- Integrate issues related to attacks on education and military use of schools into related plans such as: safe schools, disaster risk reduction, peacebuilding, and counter-terrorism.



### Case Study: Schools as Zones of Peace National Policy in Nepal<sup>76</sup>

In May 2011, the Nepalese Ministry of Education issued the Schools as Zones of Peace National Framework and Implementation Guideline 2068. The Guideline was an important first step towards implementation of the protections into national legislation. An excerpt is provided below.

“Goal: All the schools of Nepal will be zones of peace.

Objectives:

1. To keep the schools free from armed activities and other kinds of violence.
2. To keep the schools free from party-based politics and other interventions.
3. To keep the schools free from discrimination, abuse, neglect, and exploitation.”

The document specifies activities and conditions for each of the three objectives. For example, below is an excerpt of the conditions list for Objective 1.

“To keep the school free from armed activities and other kinds of violence refers to the following conditions:

- a No armed activities in the school premises and in its periphery.
- b No presence of armed group or conflicting parties in the school premises.
- c No use of school for any armed activities.
- d No incidence of kidnapping of students, teachers, staff and members of school management committees, admission/involvement in activities of armed group or force, illegal detention, torture and threatening from various parties.
- e Not being used of student, teacher, staff and school management committee by armed conflicting parties (sic).
- f No training or armed activities and spying in school premises and in its periphery by any groups or conflicting parties (sic).
- g No entrance of any kind of arms and organic-chemical explosive substance except for educational purpose in school premises and in its’ periphery (sic).
- h By any reason, no attack, targeted, use as shield or making physical damage to the school and extortion (sic).
- i With any reason, no violence or activities that instigate for such violence be inflicted in school surroundings and in its periphery (sic).
- j Maintain mutual respect between students and teachers having various ideology and belief (sic).”

## Build capacity of Ministry personnel

- Train personnel at all levels of the Ministry on the following protection topics:
  - Monitoring and reporting on violations of children’s and human rights;
  - Drafting school based contingency plans for attacks and military use;
  - The *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* and the Safe Schools Declaration;
  - INEE Minimum Standards for Education in Emergencies;<sup>77</sup>
  - Psychosocial support methods;
  - Alternative learning modalities for when schools are closed;
  - Advocacy for and promotion of the right to education;
  - Prevention of physical and sexual violence and recruitment into armed groups;
  - How and to whom to refer cases of abuse, and time-bound response procedures;
  - Early warning systems (formal and informal, such as phone or text message communication systems);
  - First aid;
  - School evacuation;
  - School safety (See case study below); and
  - Student and teacher accompaniment to and from school, etc.

### Case Study: Systematizing School Protection in Pakistan<sup>78</sup>

The Safe Schools Initiative was launched in March 2015, backed by the Pakistani national government and UN Special Envoy for Education, Gordon Brown. The Initiative aims to provide technical and financial support to national and provincial government activities intended to protect education. The Initiative released a 15-point plan that highlights best practices to protect educational institutions from attack in Pakistan, including community-level interventions, engaging parents and stakeholders such as religious leaders; school-level interventions; and possible extra steps for high-risk areas. Beyond the reinforcement of school infrastructure, it presents guidelines that can be used to craft a context-specific response to the threat of attack. For instance, it calls for:

- Training of staff as school safety officers;
- Education contingency plans including a rapid response system;
- Safe transportation protocol;
- Better communication; and
- Provision of separate, additional financing for security, to prevent compromise on quality in educational institutions.

## Determine the cost and financing of programs and policies to protect education

- Identify and estimate the costs of the Ministry-selected actions, such as those listed in this Menu of Actions.
- Estimate costs of protection programming for different conflict scenarios; for example, if conflict erupts in one region and many teachers are attacked, or if elections are scheduled for that year heightening risks to schools used as polling stations.
- Prioritize and sequence programs based on affordability, feasibility and their contribution to the established provincial objectives for protection of education.
- Start with actions that are feasible today and make progressive long-term plans.
- Allocate resources to programs to protect education from attack and schools from military use in the education sector budget.
- Where gaps in funding are identified, coordinate with local education actors to mobilize funds for programming to protect education from attack and prevent military use of schools.

## 7. Advocate for support

### What does this mean?

The previous sections of this paper have focused on actions the ministries responsible for education can take. In this final section we focus on actions that Ministries can ask other actors (legal, military, and political) to take in support of the protection of education from attack and schools from military use.

Advocacy refers to the deliberate process to influence decision makers, stakeholders, and relevant audiences to support and implement certain actions.<sup>79</sup>

Doing advocacy well involves:

- Knowing your target audience and its interests;
- Identifying what specifically you are asking for (the “ask”);
- Crafting several key messages based on evidence about why it is important; and
- Articulating how the listener will also benefit if the “ask” is met.

### Why is it important?

The protection of education involves many actors, including: legal, military and political. Ministry officials should know how to advocate for and what to ask of these other actors, in order to create an enabling environment for the protection of education. Each Ministry’s advocacy strategy will be unique, based on the level of resources available for such activities and the context. Below is an illustrative list of “asks” for three sectors: legal, military, and political.

## How to do it?

### Advocate with government entities and lawmakers for legal protections for education

The legal framework is at the heart of a rights-based approach to education. It provides the accountability structure for policies and programs aiming to protect education. Law to protect education overlaps with a variety of other areas of international and domestic law, such as children’s law, human rights law, criminal law, and employment law (See Annex 3 for a description of some of the relevant international laws).

- Advocate with law-makers and relevant government entities for review of—and where needed reform of—the national legal framework (legislation, regulations, directives, or ordinances) to:<sup>80</sup>
  - Criminalize the range of violations of international law that constitute attacks on education;
  - Establish schools and learning environments as zones of peace or conflict-free zones in national legislation;
  - Ensure the protected status of learners, teachers, education personnel, and schools;
  - Clarify laws and regulations regarding protective presence (e.g. armed guards) in schools and education institutions; and
  - Ratify, if not already done, the International Covenant on Economic, Social and Cultural Rights, in which the right to education is enshrined, and the optional protocols to the Convention on the Rights of the Child.<sup>81</sup>
- And:
  - Consider creating explicit provisions to protect educational facilities from military use, ideally in law, following for instance the elements contained in the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*, especially if the country has endorsed the Safe Schools Declaration.

### Security Council Resolutions Protecting Schools from Military Use

Passed in March 2014, Security Council Resolution 2143 encourages all member states to “consider concrete measures to deter the use of schools by armed forces and armed non-State groups in contravention of all applicable international law.” The UN Secretary-General stated: “I am heartened that the resolution before you today seeks to encourage the development of voluntary guidelines to prevent the military use of schools in conflict areas. I urge Member States to commit to greater protection for these essential facilities in conflict zones by all parties.” The Security Council reiterated its call in Resolution 2225 (2015) by encouraging member states to actually “take concrete measures to deter such use of schools by armed forces and armed groups.”<sup>82</sup>

### Hint

For greater detail on the international legal protection afforded to both the right to education as a human right, and education more generally in situations of insecurity and armed conflict, see *Protecting Education in Insecurity and Armed Conflict: An International Law Handbook* (PEIC and BIICL, undated).

- Advocate for legal professionals working on related areas to become familiar with the *Protecting Education in Insecurity and Armed Conflict: An International Law Handbook* (and its updates) and the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*.
- Advocate with justice institutions for accountability for perpetrators of attacks, through, for example:<sup>83</sup>
  - Independent, systematic investigations into the range of violations that constitute attacks on education and the killings of teachers and education personnel;
  - Publication of investigative reports;
  - Pursuit and prosecution of perpetrators of attacks against education, in accordance with international law and standards; and
  - Inclusion of attacks on education in transitional justice mechanisms, such as truth and reconciliation commissions, in fact-finding missions and at all stages of the justice process.

### **Advocate with military counterparts in the government to ensure protections for education**

Actions of armed forces can directly or inadvertently impede—or violate—the right to education. Notably, when armed forces use schools, they put the buildings at greater risk of attack, threaten the security of students and teachers, and can discourage parents from sending their children to school. Ministries may advocate for military officials to take the actions listed below to protect education.

- Advocate for armed forces and, where appropriate, non-state armed groups to:<sup>84</sup>
  - Incorporate the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* into military manuals, rules of engagement, operational orders, and other forms of military doctrine;
  - Issue clear orders through chain of command prohibiting attacks on education and restricting military use of schools;
  - Take immediate remedial or disciplinary measures, where appropriate, against troops who unlawfully attack or use schools;
  - Train security forces, police, and military forces in international humanitarian law and human rights law, in order to limit violations;
  - Make clear public statements prohibiting attacks on education and restricting the use of schools for military purposes;
  - Never intentionally direct attacks against civilians, such as students, teachers, or other education personnel; and
  - Never intentionally direct attacks against buildings dedicated to education that have not been converted into military objects. Guideline 4 of the *Guidelines* encourages parties to armed conflict to seek alternative measures to attacking schools or universities being utilized for military purposes.<sup>85</sup>



### Case Study: Ministry of Education Coordination with Other Ministries to Protect Education in Colombia<sup>86</sup>

Since 2008, the Colombian Ministry of Education has focused its activities on strategic alliances with international aid agencies, national and international non-governmental organizations, and other state entities to strengthen capacities of different stakeholders, the secretariats of education, and schools and communities to prepare, respond to, and recover from emergencies, including complex crises such as ongoing armed conflict. The Ministry has taken several steps to coordinate specifically on the issue of the protection of education, for instance:

- The Ministry of Education (MEN) has established a system of coordination with the National Ministry of Defense, the National Risk Management Unit, and the Ministry of Interior to protect schools from armed conflict;
- The MEN has participated in several internal and bilateral communications with the Ministry of Defense regarding limiting or ceasing altogether military use of schools;
- The MEN is co-leader of the inter-sectoral commission to prevent the recruitment and use of children and adolescents by illegal armed groups, and works in conjunction with the Department of Integral Action; and
- Along with the MEN, the National Board of Education prepared an inter-sectoral policy on emergency recommendations for protecting education from the effects of armed conflict.

### Challenges regarding advocacy to restrict military use of schools by parties to conflict

- Awareness of the devastating consequences of military use of schools is often limited, and so considered by commanders to be less important than the immediate military advantages of such use. Armed forces and armed groups may need to be sensitized before any preventive and remedial action can be discussed. Ministry personnel may play a role in this sensitization where appropriate and safe (See box on page 25), or in collaboration with specialized entities. See GCPEA, *Lessons In War 2015*<sup>87</sup> for suggestions.

### Advocate with government entities for policy protections for education

Government agencies with non-education mandates can be powerful agents in creating an enabling environment for the protection of education. Ministry personnel can influence non-education government agencies, such as the President or Prime Minister's office, Ministry of Foreign Affairs, and relevant specialized commissions (e.g. electoral commission), in support of the protection of education through actions so as those included below.

- Advocate for relevant government entities to:
  - Express broad political support for the protection of education and limitation of military use of schools;
  - Jointly decide, if not yet done, to endorse the Safe Schools Declaration as a nation, thereby making concrete commitments to protect and ensure the continuation of education during armed conflict, including by endorsing and using the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*;

- Bring the *Guidelines* into relevant national policy and operational frameworks;
  - Increase funding for policies and programs that protect education from attack and schools from military use;
  - Modify relevant non-education policies—such as those regarding polling stations, political campaigning, disaster risk reduction, and emergency preparedness—to promote conflict-free education and protection of education; and
  - Ensure, where applicable, that any post-conflict agreement includes issues concerning attacks on education, as well as international legal protections for education.
- Advocate for the government to ensure education buildings, personnel, and students are not used for electoral or political activities, where this puts the school, education personnel, or students at risk.<sup>88</sup> Ask relevant government entities, such as the electoral commission, to:
- Assess (or partner with an organization that can) the risks to education during elections;
  - Coordinate with education actors to share information regarding attacks on education during elections to learn the nature and scope of the problem;
  - Identify and use sites other than schools as polling stations;
  - Limit or eliminate the roles and responsibilities of teachers and other education personnel in election processes; and
  - Coordinate election monitors, police, emergency response personnel, and other actors who may be integral in a response mechanism to protect teachers and schools if election violence is reported.

### **Case Study: Protection of Teachers During Elections in Philippines Autonomous Region of Muslim Mindanao<sup>89</sup>**

As in many countries, voting and schools are tightly linked in the Philippines. Public education personnel are designated members of the Board of Election Inspectors, and schools are designated as election places. But in certain conflict-affected areas, political and armed groups have attacked teachers before, during, and after election day.

In early 2013, The Department of Education for the Autonomous Region of Muslim Mindanao enacted Memorandum Order 26, establishing the Department of Education Election Response Network (DERN). To protect teachers, DERN established three provisions:

- 1) An incident reporting protocol for attacks on teachers;
- 2) A legal assistance network to support teachers who have been attacked; and
- 3) Permission for teachers to temporarily transfer to other schools if they fear they are endangered during elections at their home school.

## Security and ethical concerns regarding restricting political use of schools

There are several challenges with restricting the political use of schools:

- Defining what is meant by political use and which activities fall in that category can be difficult. This process should be done locally through an inclusive and participatory process of negotiation, in order to avoid contributing to local tensions; and
- Not all activities that are political use pose a threat to education. Therefore, policies that aim to create schools as ‘politics-free’ zones would have to be negotiated and define exactly what activities will be prohibited in a particular context, similar to negotiations for Codes of Conduct for Schools as Zones of Peace. Ultimately, the focus of the policies should be on minimizing the negative impacts of the political activities on children’s rights, including the right to education.







**Houthi fighters inspect a school building damaged by Saudi-led coalition airstrikes in Ibb's Varim, Yemen on April 23, 2015.**

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## ANNEX 1: GUIDELINES FOR PROTECTING SCHOOLS AND UNIVERSITIES FROM MILITARY USE DURING ARMED CONFLICT<sup>90</sup>

*The Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict were developed and drafted through a multi-year consultative process with states, UN agencies, and NGOs with the aim of better protecting schools and universities from use by armed parties. They provide concrete guidance to states and non-state armed groups for the planning and execution of military operations. They may also serve as a tool for organizations engaged in monitoring, programming, and advocacy related to the conduct of armed conflict.*

“Parties to armed conflict are urged not to use schools and universities for any purpose in support of their military effort. While it is 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 following as a guide to responsible practice:

**Guideline 1:** Functioning schools and universities should not be used by the fighting forces of parties to armed conflict in any way in support of the military effort.

(a) This principle extends to schools and universities that are temporarily closed outside normal class hours, during weekends and holidays, and during vacation periods.

(b) Parties to armed conflict should neither use force nor offer incentives to education administrators to evacuate schools and universities in order that they can be made available for use in support of the military effort.

**Guideline 2:** Schools and universities that have been abandoned or evacuated because of the dangers presented by armed conflict should not be used by the fighting forces of parties to armed conflict for any purpose in support of their military effort, except in extenuating circumstances when they are presented with no viable alternative, and only for as long as no choice is possible between such use of the school or university and another feasible method for obtaining a similar military advantage. Other buildings should be regarded as better options and used in preference to school and university buildings, even if they are not so conveniently placed or configured, except when such buildings are specially protected under International Humanitarian Law (e.g. hospitals), and keeping in mind that parties to armed conflict must always take all feasible precautions to protect all civilian objects from attack.

(a) Any such use of abandoned or evacuated schools and universities should be for the minimum time necessary.

(b) Abandoned or evacuated schools and universities that are used by the fighting forces of parties to armed conflict in support of the military effort should remain available to allow educational authorities to re-open them as soon as practicable after fighting forces have withdrawn from them, provided this would not risk endangering the security of students and staff.

(c) Any traces or indication of militarization or fortification should be completely removed following the withdrawal of fighting forces, with every effort made to put right as soon as possible any damage caused to the infrastructure of the institution. In particular, all weapons, munitions and unexploded ordnance or remnants of war should be cleared from the site.



**Guideline 3:** Schools and universities must never be destroyed as a measure intended to deprive the opposing parties to the armed conflict of the ability to use them in the future. Schools and universities—be they in session, closed for the day or for holidays, evacuated or abandoned—are ordinarily civilian objects.

**Guideline 4:** While the use of a school or university by the fighting forces of parties to armed conflict in support of their military effort may, depending on the circumstances, have the effect of turning it into a military objective subject to attack, parties to armed conflict should consider all feasible alternative measures before attacking them, including, unless circumstances do not permit, warning the enemy in advance that an attack will be forthcoming unless it ceases its use.

(a) Prior to any attack on a school that has become a military objective, the parties to armed conflict should take into consideration the fact that children are entitled to special respect and protection. An additional important consideration is the potential long-term negative effect on a community's access to education posed by damage to or the destruction of a school.

(b) The use of a school or university by the fighting forces of one party to a conflict in support of the military effort should not serve as justification for an opposing party that captures it to continue to use it in support of the military effort. As soon as feasible, any evidence or indication of militarization or fortification should be removed and the facility returned to civilian authorities for the purpose of its educational function.

**Guideline 5:** The fighting forces of parties to armed conflict should not be employed to provide security for schools and universities, except when alternative means of providing essential security are not available. If possible, appropriately trained civilian personnel should be used to provide security for schools and universities. If necessary, consideration should also be given to evacuating children, students and staff to a safer location.

(a) If fighting forces are engaged in security tasks related to schools and universities, their presence within the grounds or buildings should be avoided if at all possible in order to avoid compromising the establishment's civilian status and disrupting the learning environment.

**Guideline 6:** All parties to armed conflict should, as far as possible and as appropriate, incorporate these Guidelines into, for example, their doctrine, military manuals, rules of engagement, operational orders, and other means of dissemination, to encourage appropriate practice throughout the chain of command. Parties to armed conflict should determine the most appropriate method of doing this.”

## ANNEX 2: SAFE SCHOOLS DECLARATION<sup>91</sup>

***The Safe Schools Declaration, developed through state consultations led by Norway and Argentina in Geneva throughout the first half of 2015, provides states the opportunity to express broad political support for the protection and continuation of education in armed conflict, and is the instrument by which states can endorse and commit to implement the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict. The Declaration was opened for endorsement by states at the Oslo Conference on Safe Schools on May 29, 2015.***

“The impact of armed conflict on education presents urgent humanitarian, development and wider social challenges. Worldwide, schools and universities have been bombed, shelled and burned, and children, students, teachers and academics have been killed, maimed, abducted or arbitrarily detained. Educational facilities have been used by parties to armed conflict as, inter alia, bases, barracks or detention centers. Such actions expose students and education personnel to harm, deny large numbers of children and students their right to education and so deprive communities of the foundations on which to build their future. In many countries, armed conflict continues to destroy not just school infrastructure, but the hopes and ambitions of a whole generation of children.

Attacks on education include violence against educational facilities, students and education personnel. Attacks, and threats of attack, can cause severe and long lasting harm to individuals and societies. Access to education may be undermined; the functioning of educational facilities may be blocked, or education personnel and students may stay away, fearing for their safety. Attacks on schools and universities have been used to promote intolerance and exclusion – to further gender discrimination, for example by preventing the education of girls, to perpetuate conflict between certain communities, to restrict cultural diversity, and to deny academic freedom or the right of association. Where educational facilities are used for military purposes it can increase the risk of the recruitment and use of children by armed actors or may leave children and youth vulnerable to sexual abuse or exploitation. In particular, it may increase the likelihood that education institutions are attacked.

By contrast, education can help to protect children and youth from death, injury and exploitation; it can alleviate the psychological impact of armed conflict by offering routine and stability and can provide links to other vital services. Education that is ‘conflict sensitive’ avoids contributing to conflict and pursues a contribution to peace. Education is fundamental to development and to the full enjoyment of human rights and freedoms. We will do our utmost to see that places of education are places of safety.

We welcome initiatives by individual States to promote and protect the right to education and to facilitate the continuation of education in situations of armed conflict. Continuation of education can provide life-saving health information as well as advice on specific risks in societies facing armed conflict.

We commend the work of the United Nations Security Council on children and armed conflict and acknowledge the importance of the monitoring and reporting mechanism for grave violations against children in armed conflict. We emphasize the importance of Security Council resolution 1998 (2011), and 2143 (2014) which, inter alia, urges all parties to armed conflict to refrain from actions that impede children’s access to education and encourages Member States to consider concrete measures to deter the use of schools by armed forces and armed non-State groups in contravention of applicable international law.

We welcome the development of the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*. The *Guidelines* are non-legally binding, voluntary guidelines that do not affect existing international law. They draw on existing good practice and aim to provide guidance that will further reduce the impact of armed conflict on education. We welcome efforts to disseminate these guidelines and to promote their implementation among armed forces, armed groups and other relevant actors.

We stress the importance, in all circumstances, of full respect for applicable international law, including the need to comply with the relevant obligations to end impunity.

Recognizing the right to education and the role of education in promoting understanding, tolerance and friendship among all nations; determined progressively to strengthen in practice the protection of civilians in armed conflict, and of children and youth in particular; committed to working together towards safe schools for all; we endorse the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*, and will:

- Use the *Guidelines*, and bring them into domestic policy and operational frameworks as far as possible and appropriate;
- Make every effort at a national level to collect reliable relevant data on attacks on educational facilities, on the victims of attacks, and on military use of schools and universities during armed conflict, including through existing monitoring and reporting mechanisms; to facilitate such data collection; and to provide assistance to victims, in a non-discriminatory manner;
- Investigate allegations of violations of applicable national and international law and, where appropriate, duly prosecute perpetrators;
- Develop, adopt and promote “conflict-sensitive” approaches to education in international humanitarian and development programs, and at a national level where relevant;
- Seek to ensure the continuation of education during armed conflict, support the re-establishment of educational facilities and, where in a position to do so, provide and facilitate international cooperation and assistance to programs working to prevent or respond to attacks on education, including for the implementation of this declaration;
- Support the efforts of the UN Security Council on children and armed conflict, and of the Special Representative of the Secretary-General for Children and Armed Conflict and other relevant UN organs, entities and agencies; and
- Meet on a regular basis, inviting relevant international organizations and civil society, so as to review the implementation of this declaration and the use of the *Guidelines*.

## ANNEX 3: RELEVANT INTERNATIONAL LAW<sup>92</sup>

Three regimes of international law are particularly relevant to the protection of education.

### 1.1 International human rights law (IHRL):

IHRL protects the rights to which all individuals are entitled, regardless of their race, sex, language, religion, political or other opinion, national or social origin, property, birth, or other status. It applies to everyone on the territory (and in certain situations beyond the territory) of the state in question, including internally displaced persons and non-nationals (such as refugees), and it applies to all situations at all times. Under this law, states parties have the obligation to respect, protect, and fulfill the human right to education. Every single state in the world is party to this law through at least one of the major global human rights treaties.

A number of international and regional treaties provide for the right to education. The treaty most widely ratified<sup>93</sup> (by 194 States, all except the United States) is the International Convention<sup>94</sup> on the Rights of the Child 1989 (CRC).

#### **Convention of the Rights of the Child Article 28**

1. *States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular:*

- (a) Make primary education compulsory and available free to all;*
- (b) Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child, and take appropriate measures such as the introduction of free education and offering financial assistance in case of need;*
- (c) Make higher education accessible to all on the basis of capacity by every appropriate means;*
- (d) Make educational and vocational information and guidance available and accessible to all children;*
- (e) Take measures to encourage regular attendance at schools and the reduction of drop-out rates.*

#### **Convention on the Rights of the Child Article 29**

1. *States Parties agree that the education of the child shall be directed to:*

- (a) The development of the child's personality, talents and mental and physical abilities to their fullest potential;*
- (b) The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;*
- (c) The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own;*
- (d) The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin.*

See also the *International Covenant on Economic Social and Cultural Rights (ICESCR)*, Article 1395, which also provides for a right to education for everyone—not just children—and all levels of education. The ICESCR has been ratified by 160 States.

### **1.2 International humanitarian law (IHL):**

IHL is a body of law that regulates the conduct of parties to an armed conflict. It applies to all parties to a conflict, including states and armed non-state groups. IHL contains some specific protections for education, educational facilities, civilians, and also special protection for children, but it does not provide for the ‘right to education’ per se.

### **1.3 International criminal law (ICL):**

ICL identifies the circumstances that attract individual criminal responsibility for its violation. It explicitly protects educational property by: criminalizing acts of “intentionally directing attacks against buildings dedicated to...education...provided they are not military objectives;” protecting students and education staff against unlawful killings, torture, sexual violence, and against the use of students as child soldiers; and by criminalizing persecution and incitement to genocide.

### **The relationship between the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*, the *Safe Schools Declaration*, and international law**

The *Guidelines* are not in themselves legally binding but do complement international law as it stands. Under IHL, schools and universities are normally considered to be civilian objects, and a deliberate attack on a school or university is a war crime. Civilian objects can, however, be converted into military objectives, making them potentially lawful targets for attack by opposing forces. Military use may – but will not necessarily – convert schools and universities into military objectives. At all time, all parties are required to take constant care and all feasible precautions to protect civilians and civilian objects from the effects of attacks, and to consider the proportionality of the military advantage anticipated in relation to the impact on civilians.

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.

Moreover, under IHL, each party to a conflict must remove, to the extent feasible, civilians under its control from the vicinity of military objectives. Thus it is unlawful to use a school simultaneously as a military base, barrack, or firing position and also an educational center.

The *Safe Schools Declaration* also is not a legally binding document. It is the vehicle by which states can make a political commitment to endorse and use the *Guidelines*. The Declaration also includes additional commitments to better protect education in situations of armed conflict.





**First day of school under high-alert security, as schools reopen after a long vacation mandated by the Pakistani government after the militant attack on the Army Public School in Peshawar on December 16, 2014.**

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## NOTES

<sup>1</sup> PEIC & BIICL, *Protecting Education in Insecurity and Armed Conflict: An International Law Handbook* (PEIC & BIICL, 2012), 4. Summary available at: [http://www.biicl.org/documents/36\\_protecting\\_education\\_summary.pdf](http://www.biicl.org/documents/36_protecting_education_summary.pdf).

<sup>2</sup> Global Education Cluster, *Booklet 1: Overview, Protecting Education in Countries Affected by Conflict Series* (Global Education Cluster, 2010), 10. Available at: [http://www.protectingeducation.org/sites/default/files/documents/cluster\\_booklet\\_1\\_-\\_overview.pdf](http://www.protectingeducation.org/sites/default/files/documents/cluster_booklet_1_-_overview.pdf).

<sup>3</sup> UNESCO, *Education for All Global Monitoring Report 2015* (UNESCO, 2015), 266. Thirty-six percent of 58 million out-of-school primary school aged children based on 2012 data. <http://en.unesco.org/gem-report/>.

<sup>4</sup> GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 8. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

<sup>5</sup> Ibid. 14.

<sup>6</sup> Ibid. 8.

<sup>7</sup> GCPEA, *Lessons in War 2015* (GCPEA, 2015), 6. Available at: [http://protectingeducation.org/sites/default/files/documents/lessons\\_in\\_war\\_2015.pdf](http://protectingeducation.org/sites/default/files/documents/lessons_in_war_2015.pdf).

<sup>8</sup> GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 19-20. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

<sup>9</sup> GCPEA, *Lessons in War 2015* (GCPEA, 2015), 35-39. Available at: [http://protectingeducation.org/sites/default/files/documents/lessons\\_in\\_war\\_2015.pdf](http://protectingeducation.org/sites/default/files/documents/lessons_in_war_2015.pdf).

<sup>10</sup> Gender-sensitive approaches should be incorporated to all seven categories of action. For gender-sensitive approaches to education policy-making and planning in conflict-affected contexts, see: *Guidance Note on Conflict Sensitive Education* (INEE, 2013) available at: [http://s3.amazonaws.com/inee-assets/resources/INEE\\_GN\\_on\\_Conflict\\_Sensitive\\_Education.pdf](http://s3.amazonaws.com/inee-assets/resources/INEE_GN_on_Conflict_Sensitive_Education.pdf)

<sup>11</sup> The Safe Schools Declaration provides states the opportunity to express broad political support for the protection and continuation of education in armed conflict, and is the instrument for states to endorse and commit to implement the *Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*. See: Annex II.

<sup>12</sup> *The Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* provide concrete guidance to states and non-state armed groups for the planning and execution of military operations with the aim of better protecting schools and universities from use by armed groups for military purposes. See: Annex I.

<sup>13</sup> The Global Coalition to Protect Education from Attack defines attacks on education as any intentional threat or use of force—carried out for political, military, ideological, sectarian, ethnic, religious, or criminal reasons—against students, educators, and education institutions.

<sup>14</sup> The Global Coalition to Protect Education from Attack defines “military use” as the broad range of activities in which an armed party may engage with the physical space of an education institution, whether temporarily or on a long-term basis. See: GCPEA, *Lessons in War 2015* (GCPEA, 2015). New York: GCPEA. Available at: [http://protectingeducation.org/sites/default/files/documents/lessons\\_in\\_war\\_2015.pdf](http://protectingeducation.org/sites/default/files/documents/lessons_in_war_2015.pdf).

<sup>15</sup> Question list is adapted from PEIC, UNESCO-IIEP and IBE, *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners: Booklet 2: Analysis: Where Are We Now?* 4 and 11; and *Booklet 6: Monitoring and Evaluation: How Will We Know What We Have Done?* (PEIC, UNESCO-IIEP and IBE, 2015). All booklets are available at: <http://education4resilience.iiep.unesco.org/en/planning>.

<sup>16</sup> *Education personnel* includes teachers, education officials, administrators, support staff of all types, and teacher trade union members. Definition from GCPEA, *Protecting Education Personnel from Targeted Attack in Conflict-Affected Countries*, (GCPEA, 2014), 7. Available at: [http://protectingeducation.org/sites/default/files/documents/protecting\\_education\\_personnel.pdf](http://protectingeducation.org/sites/default/files/documents/protecting_education_personnel.pdf).

<sup>17</sup> Resilience is defined as the ability of a community or society to anticipate, withstand, and recover from pressures and shocks (man-made and natural). See: UNICEF. (2014). *Peacebuilding Knowledge, Attitudes, and Skills: Desk Review and Recommendations*. New York: UNICEF.

<sup>18</sup> For a detailed explanation of the UN Monitoring and Reporting Mechanism (UN MRM), see the section devoted to the UN MRM on pg. 12 of this report.

<sup>19</sup> An education sector diagnosis allows national decision-makers to identify system strengths and weaknesses, monitor progress achieved, and define the best education policy options. See: [https://www.iipe-poledakar.org/sites/default/files/fields/publication\\_files/edu\\_sector\\_analysis\\_guide\\_v1\\_en\\_low\\_def\\_final.pdf](https://www.iipe-poledakar.org/sites/default/files/fields/publication_files/edu_sector_analysis_guide_v1_en_low_def_final.pdf).

<sup>20</sup> An Education Management Information System is designed to manage information about an education system. An EMIS is a repository for data collection, processing, analysis, and reporting of educational information including schools, students, teachers, and staff. The EMIS information is used by Ministries of Education, NGOs, researchers, donors, and other education stakeholders to create indicators that monitor the performance of an education system and to manage the distribution and allocation of educational resources and services. An EMIS is a key requirement for governments to monitor and evaluate their progress towards Education for All targets. A platform entitled OpenEMIS was developed by UNESCO and is a royalty-free system available to all member countries. See: <https://www.openemis.org/> See also: <http://unesdoc.unesco.org/images/0013/001323/132306e.pdf>.

<sup>21</sup> For detailed guidance on monitoring and evaluation relevant to school safety, resilience and social cohesion—including several indicator menus— see: <http://education4resilience.iiep.unesco.org/en/node/113>.

<sup>22</sup> Established in 2007 by the Inter-agency Standing Committee as part of the cluster approach, the Education Cluster is an open forum that brings together NGOs, UN agencies, academics, and other partners—at the global, national and subnational levels—to coordinate equitable provision of education for populations affected by humanitarian crises. For more information see: <http://educationcluster.net>.

<sup>23</sup> Similar to the above, the Protection Cluster promotes coordination of response by humanitarian, human rights and development actors to protection concerns in complex emergencies and disaster situations. For more information, see: <http://www.globalprotectioncluster.org/en/about-us/who-we-are.html>.

<sup>24</sup> For greater detail on sampling and consultation methodologies, see PEIC, UNESCO-IIEP and IBE, *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners: Booklet 2: Analysis: Where Are We Now?* (PEIC, UNESCO-IIEP and IBE, 2015), 12, 13 and 19. All booklets are available at: <http://education4resilience.iiep.unesco.org/en/planning>.

<sup>25</sup> For greater detail on data collection for rapid education needs assessments in conflict affected contexts, see USAID, *A Rapid Needs Assessment Guide: For Education In Countries Affected By Crisis And Conflict* (USAID, 2014), 17-19. Available at: <https://www.usaid.gov/what-we-do/education/educating-children-and-youth-crisis-and-conflict-situations/Rapid-Needs-Assessment-Guide-Education>.

<sup>26</sup> Dividers are elements that cause tension between groups, such as systems and institutions; attitudes and actions; values and interests; experiences; or symbols and occasions. Adapted from: Anderson, M. *Do No Harm: How Aid Can Support War or Peace* (Lynne Rienner Publishers: Boulder, 1999), 31-35.

<sup>27</sup> Language in this section refers to groups rather than *individuals* because it is assumed that the Ministry will likely conduct analysis at a macro scale.

<sup>28</sup> Connectors refer to elements that link groups together, such as systems and institutions; attitudes and actions; values and interests; experiences; or symbols and occasions. Adapted from: Anderson, M. *Do No Harm: How Aid Can Support War or Peace* (Lynne Rienner Publishers: Boulder, 1999), 31-35.

<sup>29</sup> Federal Ministry of Education Ethiopia, *Education Sector Development Program IV 2010-2015* (MoE Ethiopia, 2010), 83-85 accessed on 18 February 2015 at <http://www.globalpartnership.org/content/ethiopia-education-sector-development-program-iv-2010-2015>.

<sup>30</sup> Interview with Esther Akumu, Director for Development Partners, MoEST South Sudan, 16 April 2015.

<sup>31</sup> A risk analysis explores the potential danger(s) of an activity in order to prevent, mitigate or respond to those dangers. The risk analysis process explores questions such as: What could go wrong? What is the likelihood of something going wrong? What would be the impact on the people, on the monitoring system and on education if something went wrong?

<sup>32</sup> Additional guidance on how to establish a monitoring system that is secure and confidential can be found on the UN MRM website: [http://www.mrmttools.org/mrm/1095\\_1122.htm](http://www.mrmttools.org/mrm/1095_1122.htm).

<sup>33</sup> As listed in PEIC and UNESCO-IIEP and IBE, *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners: Booklet 2: Analysis: Where Are We Now?* (PEIC and UNESCO-IIEP and IBE, 2015), 5-6. All booklets are available at: <http://education4resilience.iiep.unesco.org/en/planning>.

<sup>34</sup> Bilal Al Hamaydah, Jo Kelcey, and Ferran Lloveras, *Palestine: Lessons from UNESCO's Crisis-Disaster Risk Reduction Programme in Gaza* (UNESCO, IIEP and PEIC, 2015) available at: <http://education4resilience.iiep.unesco.org/en/node/959>. Interview with Bilal Al Hamadayah on 22 June 2015.

<sup>35</sup> For a more detailed explanation and example of the implementation of UNESCO's Crisis Disaster Risk Reduction Program, see the case study on pg. 24 of this report.

<sup>36</sup> See: GCPEA, *Questions and Answers on the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* (GCPEA, 2015), 14. Available at: [http://www.protectingeducation.org/sites/default/files/documents/questions\\_and\\_answers.pdf](http://www.protectingeducation.org/sites/default/files/documents/questions_and_answers.pdf).

<sup>37</sup> Adapted from the list in PEIC, UNESCO and IBE, *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners: Booklet 2: Analysis: Where Are We Now?* (2015), 5-6. All booklets are available at: <http://education4resilience.iiep.unesco.org/en/planning>. For additional detail, see GCPEA, *Study on Field-based Programmatic Measures to Protect Education from Attack* (2011), 11. Available at: <http://www.protectingeducation.org/promoting-programmatic-measures-prevention-and-protection>.

<sup>38</sup> This list is adapted from UNESCO et al., *Comprehensive School Safety* (March 2013), 4. Retrieved on 2 June 2015 from [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/SC/pdf/Comprehensive\\_school\\_safety.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/SC/pdf/Comprehensive_school_safety.pdf).

<sup>39</sup> Available at: <http://www.ifc.org/wps/wcm/connect/8b796b004970c0199a7ada336b93d75f/DisERHandbook.pdf?MOD=AJPERES>.

<sup>40</sup> Government of the Punjab (sic.), *Home Department NO.SO (IS-II) 3-3/09/2014* issued in Lahore, the 16th December 2014 as cited in A World at School, *Safe Schools Initiative: Protecting the Right to Learn in Pakistan* (A World at School and The Global Business Coalition for Education, 2015), 9. Available at: [http://b3cdn.net/awas/17foa8foc750d6704c\\_mlbgrn5qs.pdf](http://b3cdn.net/awas/17foa8foc750d6704c_mlbgrn5qs.pdf).

<sup>41</sup> Available at: [http://protectingeducation.org/sites/default/files/documents/protecting\\_education\\_personnel.pdf](http://protectingeducation.org/sites/default/files/documents/protecting_education_personnel.pdf).

<sup>42</sup> Figures supplied in April 2013 by the Ministry of Education, using figures from the Labour Ministry, processed by the Presidential Programme on Human Rights and International Humanitarian Law; as cited in GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 126. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

<sup>43</sup> For examples of Ministerio de Educacion Nacional Republica de Colombia decrees relating to protection of teachers, see Resolucion 1240, 3 March 2010; Resolucion 3900, 12 May 2011; Decree 1628, 31 July 2012.

<sup>44</sup> Mario Novelli, *“Colombia’s Classroom Wars: Political Violence Against Education Sector Trade Unions”* (Education International, 2009), 23-27; Republic of Colombia, *Labor Rights Report* (2011), 27. Available at: [http://download.ei-ie.org/Docs/WebDepot/El\\_ColombiaStudy\\_eng\\_final\\_web.pdf](http://download.ei-ie.org/Docs/WebDepot/El_ColombiaStudy_eng_final_web.pdf).

<sup>45</sup> Ibid.



- <sup>46</sup> EDC. *The Somali Interactive Radio Instruction Program* (EDC, 2011). Retrieved on 1 June 2015 from: <http://idd.edc.org/sites/idd.edc.org/files/EDC%20Education%20in%20Fragility%20Series-Somalia%20SIRIP.pdf>. Interview with Sarah Noguiera-Sanca, EDC, 2 June 2015.
- <sup>47</sup> A World At School, 2014, *The Safe School Initiative: Protecting the Right to Learn in Nigeria*. Available at: [http://b3cdn.net/awas/b677a93ebf1c8cf36b\\_1wm6b3w6i.pdf](http://b3cdn.net/awas/b677a93ebf1c8cf36b_1wm6b3w6i.pdf). For further details on the Safe School Initiative, see: <http://lcn.pascalobservatory.org/pascal-now/blogentry/associate-features/introducing-safe-schools-initiative-ssi-nigeria>.
- <sup>48</sup> See: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_country\\_profiles\\_nigeria.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_country_profiles_nigeria.pdf).
- <sup>49</sup> For example, see Philippines case study in GCPEA, *Protecting Education Personnel from Targeted Attack in Conflict-Affected Countries* (GCPEA, 2014), 41.
- <sup>50</sup> For an example of a national education emergency grant program, see *United States Department of Education Grants to States for School and Emergency Management* <http://www2.ed.gov/programs/schlemergmt-sea/index.html>.
- <sup>51</sup> Adapted from Kenneth S. Trump, *Proactive School Security and Emergency Preparedness Planning* (Corwin Sage Company: California, 2011), 205.
- <sup>52</sup> Bilal Al Hamaydah, Jo Kelcey, and Ferran Lloveras, *Palestine: Lessons from UNESCO's crisis-disaster risk reduction program in Gaza* (UNESCO, IIEP and PEIC, 2015) available at: <http://education4resilience.iiep.unesco.org/en/node/959>.
- <sup>53</sup> The INEE Minimum Standards for Education in Emergencies are available at: [http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1012/INEE\\_GuideBook\\_EN\\_2012\\_LoRes.pdf](http://toolkit.ineesite.org/toolkit/INEEcms/uploads/1012/INEE_GuideBook_EN_2012_LoRes.pdf).
- <sup>54</sup> Cote d'Ivoire Education Cluster, "Attaques Contre l'Education: Report sur l'impact de la crise sur la systeme educatif Ivoirien, Rapport Numero 2" (2011), 3; as cited in GCPEA, *The Role of Communities in Protecting Education from Attack: Lessons Learned* (GCPEA, 2014), 25. Available at: [http://www.protectingeducation.org/sites/default/files/documents/the\\_role\\_of\\_communities\\_in\\_protecting\\_education\\_from\\_attack.pdf](http://www.protectingeducation.org/sites/default/files/documents/the_role_of_communities_in_protecting_education_from_attack.pdf).
- <sup>55</sup> Ibid.
- <sup>56</sup> For details on these resolutions and others that provide the framework for the Monitoring and Reporting Mechanism on Grave Violations against Children in Armed Conflict see: <http://www.unicefemergencies.com/downloads/eresource/docs/2.6%20Child%20Protection/MMR%20Guidelines%20English.pdf>.
- <sup>57</sup> Oshcard Kousassi Kouadio, "Negotiating with Armed Forces, Cote d'Ivoire Presentation," at the GCPEA Knowledge Roundtable held in Phuket, Thailand on 9 November 2011. See also: GCPEA, *Report from the Knowledge Roundtable on Programmatic Measures in Prevention, Intervention, and Response to Attacks on Education* (GCPEA, 2011). Available at: [http://www.protectingeducation.org/sites/default/files/documents/gcpea\\_report\\_o.pdf](http://www.protectingeducation.org/sites/default/files/documents/gcpea_report_o.pdf)  
Available at: [http://www.protectingeducation.org/sites/default/files/documents/the\\_role\\_of\\_communities\\_in\\_protecting\\_education\\_from\\_attack.pdf](http://www.protectingeducation.org/sites/default/files/documents/the_role_of_communities_in_protecting_education_from_attack.pdf).
- <sup>59</sup> All booklets in this series are available at: <http://education4resilience.iiep.unesco.org/en/curriculum>.
- <sup>60</sup> Available at: <http://education4resilience.iiep.unesco.org/en/node/937>.
- <sup>61</sup> Available at: [http://toolkit.ineesite.org/inee\\_advocacy\\_materials\\_and\\_peace\\_education\\_programme/peace\\_education\\_programme](http://toolkit.ineesite.org/inee_advocacy_materials_and_peace_education_programme/peace_education_programme).
- <sup>62</sup> Available at: <http://learningforpeace.unicef.org/tag/emerging-issues/>.
- For more information on literacy and conflict, see USAID, *Guidance Note Literacy in Conflict and Crisis-affected Contexts* (USAID, 2014).
- For more information on actions to ensure all individuals have access to education, see the INEE *Guidance Note on Conflict Sensitive Education* (INEE, 2013), 25, 46. Available at: <http://www.ineesite.org/en/resources/inee-guidance-note-on-conflict-sensitive-education>. See also UNICEF, *Conflict Sensitivity and Peacebuilding in UNICEF: Technical Note* (UNICEF, 2012). Available at: <http://learningforpeace.unicef.org/resources/conflict-sensitivity-and-peacebuilding-in-unicef/>.
- <sup>65</sup> This list of conflict-sensitive education competencies is from INEE *Guidance Note on Conflict Sensitive Education* (INEE, 2013), 35. Available at: <http://www.ineesite.org/en/resources/inee-guidance-note-on-conflict-sensitive-education>; and adapted from Conflict Sensitivity Consortium, *How To Guide to Conflict Sensitivity* (2012), 42-44. Available at: <http://www.conflictsensitivity.org/content/how-guide>.
- GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 71. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).
- HRW, *Targets of Both Sides: Violence Against Students, Teachers, and Schools in Thailand's Southern Border Provinces* (HRW, 2010). Available at: <https://www.hrw.org/report/2010/09/20/targets-both-sides/violence-against-students-teachers-and-schools-thailands>
- GCPEA, *Education under Attack 2014* (GCPEA, 2014), 31.
- List adapted from PEIC, UNESCO-IIEP and IBE, *Safety, Resilience, and Social Cohesion: A Guide for Education Sector Planners: Booklet 2: Analysis: Where Are We Now?* (PEIC and UNESCO-IIEP and IBE, 2015). All booklets are available at: <http://education4resilience.iiep.unesco.org/en/planning>. For more guidance see: INEE, *Reference Guide on External Education Financing* (INEE, 2010). Available at: [http://toolkit.ineesite.org/reference\\_guide\\_on\\_external\\_education\\_financing](http://toolkit.ineesite.org/reference_guide_on_external_education_financing); and GPE, *Guidelines for Accelerated Support in Emergency and Early Recovery Situations* (GPE, 2012). Available at: <http://www.globalpartnership.org/content/guidelines-accelerated-support-emergency-and-early-recovery-situations>.
- Presented in the UNESCO-IIEP Online Course on 'Transparency, accountability and anti-corruption measures in education' from Monday 19 October to Friday 04 December 2015.

<sup>71</sup> A steering committee is commonly recommended for initiatives regarding school safety and disaster risk reduction. See details in UNESCO-IIEP, Global Education Cluster and UNICEF, *Guidance Notes for Education Planners: Integrating Conflict and Disaster Risk Reduction into Education Sector Planning* (2011), 26. Available at: <http://www.iiep.unesco.org/en/integrating-conflict-and-disaster-risk-reduction-education-sector-planning-2889>.

For greater detail on these two instruments and additional resources for their implementation, see section seven of this Menu of Actions and: <http://www.protectingeducation.org/guidelines/support>.

<sup>73</sup> UNICEF, *Learning as Zones of Peace: A call for South Sudan* (UNICEF, 2014) Retrieved on 22 June 2015 from [http://www.unicef.org/south-sudan/media\\_15766.html](http://www.unicef.org/south-sudan/media_15766.html).

<sup>74</sup> All booklets in both series are available at: +.

<sup>75</sup> For an example of such guidelines, see United States Department of Education, *Guide for Developing High-Quality School Emergency Operations Plans* (2013), pages 5-20 addresses planning and page 56 addresses active shooters. Available at: <http://rems.ed.gov/K12GuideForDevelHQSchool.aspx>.

Government of Nepal, Ministry of Education, *Schools as Zones of Peace National Framework and Implementation Guideline, 2068* (Unofficial Translation) available at: [http://www.protectingeducation.org/sites/default/files/documents/nepal\\_Ministry\\_of\\_education\\_guidelines\\_on\\_schools\\_as\\_zones\\_of\\_peace.pdf](http://www.protectingeducation.org/sites/default/files/documents/nepal_Ministry_of_education_guidelines_on_schools_as_zones_of_peace.pdf).

<sup>77</sup> Available at: <http://www.ineesite.org/en/minimum-standards>.

<sup>78</sup> A World At School, *Safe Schools Initiative: Protecting the Right to Learn in Pakistan*. (A World at School and the Global Business Coalition for Education, 2015) available at: <http://www.aworldatschool.org/news/entry/pakistan-prime-minister-sharif-backs-safe-schools-initiative-1589>. Case study researched and written by Madeeha Ansari, April 2015.

Adapted from UNICEF, *Advocacy Toolkit* (UNICEF, 2010), 3.

<sup>80</sup> List adapted from GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 77. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

<sup>81</sup> The Third Optional Protocol to the Convention on the Rights of the Child on a Communications Procedure (OP3 CRC) is the treaty that establishes an international complaints procedure for violations of children's rights. For greater detail see: <http://www.childrightsconnect.org/connect-with-the-un-2/op3-crc/>.

<sup>82</sup> See: GCPEA, *Commentary on the Guidelines for Protecting Schools from Attack and Military Use during Armed Conflict* (GCPEA, 2014), 11. Available at: [http://www.protectingeducation.org/sites/default/files/documents/commentary\\_on\\_the\\_guidelines.pdf](http://www.protectingeducation.org/sites/default/files/documents/commentary_on_the_guidelines.pdf).

List adapted from GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 78. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

List adapted from GCPEA, *Education Under Attack 2014* (GCPEA, 2014), 77. Available at: [http://protectingeducation.org/sites/default/files/documents/eua\\_2014\\_full\\_o.pdf](http://protectingeducation.org/sites/default/files/documents/eua_2014_full_o.pdf).

See: Guideline 4 in *The Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*. Available at: [http://protectingeducation.org/sites/default/files/documents/guidelines\\_en.pdf](http://protectingeducation.org/sites/default/files/documents/guidelines_en.pdf)

<sup>86</sup> Interview with UN Personnel, on 29 June 2015. Any errors in translation are the author's alone.

<sup>87</sup> GCPEA, *Lessons in War 2015* (GCPEA, 2015), Available at: [http://protectingeducation.org/sites/default/files/documents/lessons\\_in\\_war\\_2015.pdf](http://protectingeducation.org/sites/default/files/documents/lessons_in_war_2015.pdf).

<sup>88</sup> List adapted from GCPEA, *Protecting Education Personnel from Targeted Attack in Conflict-Affected Countries* (GCPEA, 2014), 37-39. Available at: [http://protectingeducation.org/sites/default/files/documents/protecting\\_education\\_personnel.pdf](http://protectingeducation.org/sites/default/files/documents/protecting_education_personnel.pdf).

<sup>89</sup> Ibid.

From GCPEA website, accessed on 22 June 2015 at: <http://www.protectingeducation.org/guidelines>. The draft version of the *Guidelines* were referred to as the *Draft Lucens Guidelines*. The finalized *Guidelines* were released in December 2014. For more information about the Guidelines refer to GCPEA, 2014, *Questions and Answers on the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict* at the same website and GCPEA, 2015, *Commentary on the Guidelines*, both on found on the website.

From GCPEA website accessed on 12 October 2015. To download a copy and for greater detail on the Declaration, including a list of countries that have endorsed and guidance on how to advocate for endorsement, see: <http://www.protectingeducation.org/guidelines/support>.

For greater detail on the international legal framework relevant to the right to education, see PEIC and BIICL, *Protecting Education in Insecurity and Armed Conflict: An International Law Handbook* (2012), 12, 16, 112. For more detail on the international legal framework relating to military use of schools see: GCPEA, 2015, *Commentary on the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*. Available at: [http://www.protectingeducation.org/sites/default/files/documents/commentary\\_on\\_the\\_guidelines.pdf](http://www.protectingeducation.org/sites/default/files/documents/commentary_on_the_guidelines.pdf).

Ratify is the legal term for 'to agree to.' Once a State has ratified a treaty, then it is legally binding and the State is 'party to' the treaty.

Note that a treaty can also be called a covenant, convention, or charter.

<sup>95</sup> ICESCR, Article 13(1): "The States Parties to the present Covenant recognize the right of everyone to education. They agree that education shall be directed to the full development of the human personality and the sense of its dignity and shall strengthen the respect for human rights and fundamental freedoms. They further agree that education shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups, and further the activities of the United Nations for the maintenance of peace."







**Front cover:** Syrian children walk to school in the northeastern city of Deir Ezzor on January 23, 2014.

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**Back cover:** A Syrian youth holds an AK-47 assault rifle as he takes part in an opposition military training on January 23, 2013 at a former school turned into a “military academy” in Tlaeen in northern Syria’s Aleppo province.

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