ATTACKS ON EDUCATION

The impact of conflict and grave violations on children's futures

Save the Children

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Save the Children works in more than 120 countries.
We save children's lives. We fight for their rights.
We help them fulfil their potential.

In order to protect children and teachers who agreed to be interviewed by Save the Children, names in this report have been changed and exact locations omitted. All testimonies from Syria are based on children's experiences living in Syria at the time of the attacks.

CONTENTS

EXECUTIVE SUMMARY

"Which one of you is Malala Yousafzai?"

On 9 October 2012, Malala Yousafzai, a 15-year-old secondary school girl from Mingora in the Swat Valley of Pakistan, was singled out on her school bus by armed insurgents due to her public engagement as a girls' education advocate. Malala was shot in the head and neck, sustaining severe and almost fatal wounds. Two other secondary school girls, Kainat Riaz and Shazia Ramzan, also sustained grave wounds during the attack. The armed group responsible for the attack subsequently announced further threats if Malala continued her public outreach and issued warnings against anyone who was seen to support her or the principles she stood for: ensuring every girl in Pakistan is able to enjoy her right to education.

On 12 July 2013, Malala will celebrate her 16th birthday. As a young person, she has her own hopes and ambitions for the future. But Malala is also a global symbol of the power of education to transform children's lives. Her bravery has shone a light on the education crisis the world faces, with 57 million primary-age children out of school and 250 million children who have either been denied a chance to go to school or spent several years in school but not learned to read basic sentences.[1]

CONFLICT AND OUT-OF-SCHOOL CHILDREN

Malala's story also highlights the barriers to education faced by millions of children and young people who live in countries and regions affected by conflict, and in particular the many social and cultural barriers faced by girls. New analysis for this report by the Education for All Global Monitoring Report

(EFA–GMR) for Save the Children shows that the international community risks falling short of its commitments to ensure all girls and boys are in school by 2015, with children living in conflict-affected countries worst affected. Almost 50 million primary- and lower-secondary-age children are out of school in conflict-affected countries. Of these, 28.5 million are primary-age; more than half of them are girls. The proportion of out-of-school children in conflict-affected countries has increased from 42% of the global total in 2008 to 50% in 2011.

ATTACKS ON EDUCATION

Conflict affects children's chances of receiving a good-quality education in many different ways. Where government is weakened and states are fragile, it is often challenging – though not impossible – to provide schooling, particularly in remote or poor areas. In other cases, conflict causes a reduction in the supply of teachers. This report examines another, comparatively ignored effect of conflict: attacks on education.

Malala's case involves an attack on a student whose 'crime' was a desire to learn. But attacks on education can take a number of forms. They are defined as any intentional threat or use of force directed against students, teachers, education personnel and/or education institutions, carried out for political, military, ideological, sectarian, ethnic, religious or criminal reasons.[2]

Global reports show how attacks on education are widespread in a number of ongoing conflicts. Based on UN data, we estimate that there were more than 3,600 separate, documented attacks on education in 2012.[3] The number of recorded attacks on education has increased in recent years. One attack can have a widespread and substantial impact on children's right to education.

CASE STUDIES

This report also looks at how destructive attacks on education can be in a number of specific countries. For example, the current crisis in Syria exemplifies a situation where children are out of school because of the conflict and widespread attacks on education. The effects of conflict have reversed Syria's near-universal primary enrolment. Up to January 2013, more than 3,900 schools in Syria had been destroyed, occupied or used for purposes other than education.[4] Estimates from April 2013 show a rapid increase in this number, with 22% of the country's 22,000 schools rendered unusable for education purposes.[5]

The report's case studies focus on the Central African Republic, the Democratic Republic of Congo, Mali, the occupied Palestinian territory (OPT), Pakistan and Syria. Each context is different, but they all demonstrate the short-term damage and long-term impact of conflict on education systems. Together, these case studies show how the education of millions of children is interrupted for months or years.

FUNDING AND PROTECTING EDUCATION IN CONFLICT

Despite the impact of conflict on education, very low levels of humanitarian funding are provided for education. This prevents the education sector from responding swiftly to needs after periods of intense conflict – including responding to the effects of attacks on education and restoring schooling. Based on new analysis carried out for this report by the EFA–GMR, levels of humanitarian financing for education are very low and are falling. In 2011, education represented 2% of overall humanitarian funding; this was already below the 4% figure the global community has been calling for since 2010. But even from this low starting point there has been a fall: in 2012 global humanitarian funding for education amounted to 1.4%.

Education must be better protected from attacks. Preventing and responding to attacks on education will require national legal redress mechanisms, and community-led and nationally endorsed regulations,

as well as clear prohibitions against the use of schools for military purposes. The UN Security Council needs to take greater action to bring an end to attacks on education, including strengthening the UN Monitoring and Reporting Mechanism to ensure enhanced monitoring and reporting of attacks on education; and securing key commitments from armed actors who are perpetrators of attacks on education.

Malala will be celebrating a milestone in her own life on 12 July 2013. The international community must seize this as a key opportunity to ensure universal respect for the right to education for millions of children whose lives are blighted by conflict.

WHAT WE ARE CALLING FOR

We call on governments to:
* criminalise all attacks on education and ensure all attacks on education are impartially investigated, and those responsible are duly prosecuted – whether through civilian or military courts
* prohibit the use of schools and other education institutions by military, security or non-state armed actors through domestic legislation and military doctrine
* work with communities to adopt local measures and initiatives driven by communities and local authorities to safeguard schools as centres of learning – with the eventual adoption of Schools as Zones of Peace
* support the development and finalisation of the *Lucens Guidelines* on the non-use of educational institutions during armed conflict
* publicly acknowledge that the use of explosive weapons in populated areas – and particularly in or near educational institutions – causes severe harm to civilians, including children, and to infrastructure
* work with the UN and civil society to review and strengthen national policies and practices, including monitoring and reporting mechanisms, and to develop stronger international standards that will protect education from attack
* encourage non-state armed groups in their territories to sign on to the 2010 Deed of Commitment for the Protection of Children from the Effects of Armed Conflict.

We call on the UN to:
- build capacity of governments and national civil society to monitor and report attacks on education
- ensure full support and resourcing (technical and financial) of country task-forces of the UN Monitoring and Reporting Mechanism, to ensure enhanced monitoring and reporting of attacks on education, including use of schools by military or other armed actors
- ensure that UN treaty bodies responsible for human rights monitoring, as well as other mechanisms including Universal Periodic Review and various Special Procedures, give greater attention to monitoring and reporting attacks on education, in line with relevant international human rights law.

We call on the UN Security Council to:
- issue a Presidential Statement re-affirming its commitment to ending attacks on education, including calling for a ban on the use of schools or other educational institutions by armed groups or forces.

We call on humanitarian donors to:
- allocate funding for education in conflict-affected situations in their own pledges and disbursements, and ensure their humanitarian and development policies are integrated in order to minimise the divide between humanitarian and development funding for education
- increase the levels of humanitarian aid to education, commensurate with the scale of needs, and progressively contribute to reaching a minimum of 4% of global humanitarian funding for education.

We call on humanitarian stakeholders to:
- promote greater efforts for the IASC Protection Cluster's Child Protection Working Group and the Education Cluster to collaborate more closely to secure joint responses for the protection of education from attack.

PHOTO: PAUL SMITH/SAVE THE CHILDREN

Diana, from Colombia, was raped when she was five by a man from an area where lots of paramilitaries live.

I THE HIDDEN CRISIS OF EDUCATION IN COUNTRIES AFFECTED BY CONFLICT

In 2000, as part of the Millennium Development Goals, the world set itself the ambitious target of ensuring that every primary-age child in the world would be in school by 2015. As that end date approaches – and despite significant progress – it appears that the international community will fall short of this goal. In 2011, in countries around the world, 57 million primary-age children were reported to be out of school.[6]

There are many reasons why millions of children are being denied an education. These include a recent decline in aid for basic education[7], and the poor quality of too many schools, which leads to pupils dropping out.[8]

However, one of the other principal reasons for the slowdown in progress towards the goal of universal primary education is the failure to address barriers faced by those groups of children that are most at risk of being out of school.[9] One of these groups comprises children whose education is affected by conflict. This chapter presents new data on why the failure to get more children into school in conflict-affected countries is a growing challenge, and one that is contributing significantly to the world's failure to deliver on the promise made in 2000.

PRIMARY SCHOOL-AGE CHILDREN

For some time there has been a recognition that conflict-affected parts of the world are more likely to have children out of school. In 2006, Save the Children launched a ground-breaking global campaign, *Rewrite the Future*, which helped to place this issue on the global agenda. The campaign called for good-quality education in conflict-affected countries to be prioritised on global and donor agendas, and for the inclusion and financing of education as an integral component of any humanitarian response. The campaign proved that large-scale interventions could be delivered in complex, conflict-affected settings.

TABLE 1: LIST OF CONFLICT-AFFECTED COUNTRIES: 1999–2008; AND 2002–2011

Afghanistan	Indonesia	Rwanda
Algeria	Iran	Serbia
Angola	Iraq	Sierra Leone
Burundi	Liberia	Somalia
Central African Republic	Libya	Sri Lanka
Chad	Mali	Sudan
Colombia	Myanmar (Burma)	Syria
Côte d'Ivoire	Nepal	Thailand
Democratic Republic of Congo	Niger	Timor-Leste
Eritrea	Nigeria	Turkey
Ethiopia	Pakistan	Uganda
Georgia	Occupied Palestinian territory	Yemen
Guinea	The Philippines	
India	Russian Federation	

Note: Countries in blue were on the list in 2011 but are no longer identified as conflict-affected in 2013. Countries in red joined the list in 2013.

Source: EFA Global Monitoring Report. See http://unesdoc.unesco.org/images/0022/002216/221668E.pdf for full details.

In 2011, the Education for All Global Monitoring Report (EFA–GMR)[10] – based at UNESCO – went further in exposing the 'hidden crisis' of education in conflict-affected countries.[11] New analysis carried out by the EFA–GMR[12] for this report shows that the international community is not reaching children in conflict-affected countries – at best, it is flat-lining with no progress in recent years; arguably, it is going backwards.

This new analysis[13] shows that:

- **In 2011, 28.5 million primary school-age children were out of school in conflict-affected countries: this is a small increase on the figure in 2008, which was 28.0 million.[14, 15]**

- **Children living in conflict-affected countries now make up a larger proportion of the primary-age children denied an education, increasing from 42% of the global total in 2008 to 50% in 2011.**

Perhaps not surprisingly, those who are out of school in conflict-affected countries are predominantly in the poorest countries and regions: 95% are in countries that the World Bank classifies as 'low income' or 'low-middle income'. Of 28.5 million children out of school in conflict-affected countries, 12.6 million, or 44%, live in sub-Saharan Africa; 5.3 million, or 19%, live in south

and west Asia; and 4 million, or 14%, live in the Arab states. Girls are disproportionately affected. The new analysis carried out by the EFA–GMR shows that, in countries affected by conflict, girls make up 55% of primary-age children who are not in school.

SECONDARY-AGE CHILDREN

Much of the debate about conflict and out-of-school children has been focused on primary-age children. Now, following the progress in improving access to primary education, the development community is paying greater attention to secondary schooling – and with good cause.

Of the 69 million children of lower-secondary-age who were not in school in 2011, 20 million lived in conflict-affected countries. Of these 20 million children, 11 million were girls. As well as the increased risk of missing out on educational opportunities, older children in conflict-affected countries can be particularly vulnerable to a series of threats: from recruitment into armed groups or criminal gangs, to sexual violence and early pregnancy.[16] Depriving young people of education may have broader social consequences – particularly if young people excluded from the education system become "easy prey for those seeking to exploit them".[17]

PAULA, 15, COLOMBIA

"Where I live, it's normal for armed groups to walk around among the people. Young people in the village are approached by the guerrillas to recruit them. The guerillas have asked me to go with them many times, but I know the only thing waiting for me there would be death.

"My cousin was tricked into going with them four months ago. I haven't heard from her now for a month. The last time we talked, she told me she didn't want to be there, that she was really scared, but that it was impossible to try to leave, for fear of ending up dead. That's why, when I go out to the street, I have to hide from them so they don't talk to me, because I'm really scared.

"Ever since Save the Children came to my school, I feel calmer because my teachers have had training to support us more, to teach us to get along better at school and to teach us what our rights are. I want to finish high school. Save the Children has also contributed to the quality of the education and they've prepared us for the state exams that we have to take in ninth grade.

"We see the change in young people at school now, because now we know what our rights are… At home everything has got better too – we're closer now because I've learned to talk to my parents about issues that I'm worried about."

BARRIERS PREVENTING CHILDREN IN CONFLICT-AFFECTED COUNTRIES FROM GOING TO SCHOOL AND FROM LEARNING

Children and young people living in conflict zones face many barriers to education. These range from schools simply not being available in the worst-affected areas of a country, to the difficulty of recruiting sufficient teachers or persuading former teachers to return to teaching.[18] Even where children *can* access schools or schools are functioning, the chances of receiving a good-quality education – and learning basic skills – can be diminished as a result of, for example, disrupted attendance, poor learning environments, unsafe or no school reconstruction, and reduced distribution of learning materials. In an already precarious context, these constitute additional barriers that can lead children to drop out permanently.[19]

ATTACKS ON EDUCATION

One particularly damaging, but often ignored, effect of conflict on education is the proliferation of *attacks on education*. In nearly every conflict around the world, children, teachers or schools become the targets of attacks. Parents fear sending their children to school in case the school becomes a target. Other risks associated with conflict – such as child recruitment or sexual violence – have long-term consequences for children and their futures and ultimately disturb any chances of getting an education. In nearly every conflict-affected country, girls are particularly vulnerable, due to the higher incidence of sexual and gender-based violence (SGBV) against girls. The impact of attacks on education is even more damaging in situations where learning is not restored and many children resort to – or are forcibly recruited into – armed groups. The following two chapters focus on the scale, causes and impact on children of attacks on education.

PHOTO: EMAN MOHAMMED/SAVE THE CHILDREN

A damaged classroom in Gaza.

2 THE SCALE OF ATTACKS ON EDUCATION AND WHY THEY OCCUR

"Schools and hospitals must be zones of peace, where children are granted protection even in times of conflict. Yet, there is an increasing trend of schools and hospitals being attacked with detrimental effects on children." [20]

"…they were hitting schools. Many children died so we got scared and stopped going to school. No children would go to school, it was too dangerous."

Saba, 13, Syria

Recent global efforts to raise the visibility of the impact of conflict on children's education have led to greater prominence of the specific issue of attacks on education.[21] This has included growing recognition, particularly through UN Security Council Resolution 1612[22], that attacks against schools represent a grave violation against children and are a violation of children's right to education. Other grave violations against children in armed conflict include killing and maiming, abduction, armed recruitment, rape and other forms of sexual violence, and denial of humanitarian access to children.[23]

Yet, as this chapter shows, attacks on education are widespread. They cause irreparable damage to children's education – both in terms of children's access to school and their learning outcomes – and to teachers' lives. In addition, they cause massive damage to education systems. These attacks are in direct contravention of international humanitarian law (see page 6).

WHAT IS AN ATTACK ON EDUCATION?

The most widely agreed understanding of attacks on education defines an attack as "any intentional threat or use of force – carried out for political, military, ideological, sectarian, ethnic, religious or criminal reasons – against students, teachers, and education institutions".[24] Those responsible can belong to State security forces, including armed forces, law enforcement agencies and paramilitaries, or to non-state armed groups.

Documented attacks on education include killings, disappearances, abductions, forced exile, imprisonment, torture, maiming, rape and sexual violence and the recruitment of child soldiers – all taking place in schools – as well as the destruction of educational buildings and materials.[25]

As explored in chapter 3, although the use of schools for military purposes does not constitute an attack on education under customary international humanitarian law or other international prohibitions, it may lead to attacks against children, teachers and schools, due to the presence of armed actors in the vicinity or inside schools. Similarly, the presence of armed groups near to a school, leading to that school being closed down, does not on its own constitute an attack against education. However, when armed actors in or around schools or communities resort to threatening or injuring students and teachers or education personnel in order to disrupt schooling, they can be accused of perpetrating an attack on education.

The range of attacks on education covered in this report includes:
- threats of or actual violence, torture or other forms of inhuman or degrading treatment targeted at students, teachers and education personnel
- shelling, bombing, shooting or other weaponry directed against education facilities[26]
- targeted recruitment or abduction by armed groups of children from schools (not solely limited to direct participation in hostilities, and including indoctrination)
- looting, destruction or confiscation of learning materials and school furniture
- attacks on and threats against children, teachers and education personnel on their way to and from school or connected to their role in education.

THE SCALE OF ATTACKS ON EDUCATION

In 2011, the UN Security Council[27] expanded the criteria for listing parties to conflict to include perpetrators of attacks on schools or threats of attacks on schools and protected persons in relation to schools.[28] UN Security Council Resolution 1998 (2011) also requested the Secretary-General to monitor and report on the military use of schools in contravention of international humanitarian law. Resolution 1998 enables the UN to include the naming and shaming of parties to conflict that perpetrate these violations in the Annexes of the Secretary-General's Annual Report on Children and Armed Conflict.[29, 30] Once 'activated', the monitoring and reporting mechanism (MRM) requires parties to conflict to enter into a dialogue with the UN, and to negotiate an action plan and follow through on its implementation to bring an end to practices listed.

The UN Secretary-General's 2013 report on Children and Armed Conflict provides the most current and comprehensive global picture of the reality behind this practice in countries of concern to the UN, as reported and verified by the UN throughout 2012.

Based on the UN Secretary-General's 2013 report focused on 22 country situations, Save the Children found:

- **3,643 incidents of reported attacks against education in 17 countries**[31, 32]

- **75 children and 212 teachers and education personnel killed or injured** as a result of direct or indirect attacks on education

- **90 cases of military use and occupation of schools in 11 countries**[33]

- **4 parties** included on the 'list of shame' of perpetrators of attacks on schools and hospitals.

The contrast between these figures and the number of incidents of attacks on education reported in the UN Secretary-General's 2012 report is significant.[34] In 2011, the UN reported more than 1,600 attacks on education, with 184 teachers and 39 children killed or injured as a result of attacks on education. There were 148 recorded cases of the use and occupation of schools in 10 countries.[35]

These global figures serve to give evidence of the scale of attacks and their widespread incidence. However, they are likely to be underestimates of the real scale of the problem. Many incidents in the countries covered by the UN Secretary-General's report occur but are not systematically verified through regular international monitoring or documentation led by the UN.
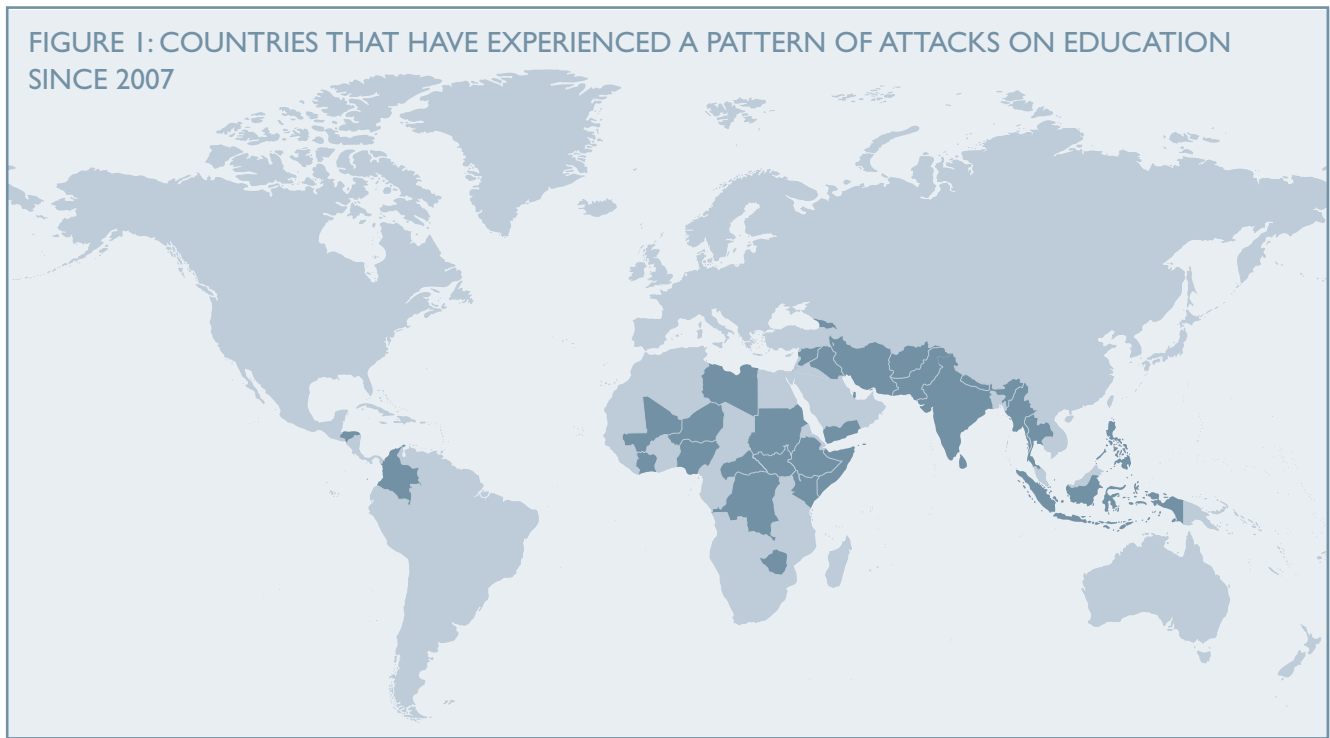
According to the Global Coalition to Protect Education from Attack[36] (GCPEA) – the global advocacy platform seeking to bring an end to attacks on education – attacks, including against higher education institutions, and the military use of schools, have happened in at least 24 conflict-affected countries since 2007.[37] This figure only includes countries that have experienced a pattern of targeted attacks.[38]

WHAT MOTIVATES ATTACKS?

Educational institutions may face attacks because of their curriculum content, or because they are seen to support new or old government structures or political ideologies. In other situations, education is attacked as a means of stopping educational, social and economic progress for particular groups of children, particularly girls, or to cause widespread destruction in communities that are not supportive of an armed group.

The nature of attacks on education varies from one conflict to another. In particular, they differ in intensity, scale and intention.[39] Though attacks on schools may be classified or reported as collateral damage, or as a by-product of a highly intense conflict, they may occur as part of a strategy to undermine the positive impact of education and its providers. This is particularly the case in areas where education is seen to be the key to progress for particular groups of children.

In Afghanistan, for example, attacks on schools, teachers and students have been reported in large numbers over the last ten years of the conflict.[40] Between 2006 and 2008, there were 1,153 reported attacks on education, including damage or destruction of schools by arson, grenades, mines and rockets; threats to teachers and officials; killing of children and staff; and looting.[41] The increase in attacks in 2010, an election year, indicated the links between schools and polling stations: schools became the direct targets of those seeking to undermine the parliamentary

Source: Global Coalition to Protect Education from Attack

elections.[42] Although the Taliban has made several public statements in support of education and has issued a decree to demand that education facilities are not targeted, the vast majority of documented attacks on education have been perpetrated by the Taliban and anti-government groups.[43]

As can be seen in later chapters, some patterns of attacks on education emerge in areas characterised by a high level of attacks against civilians led by particularly violent groups, or in high-intensity conflicts.

VIOLATIONS OF INTERNATIONAL LAW

Attacks against education happen in direct violation of human rights law – particularly the right to education. Many attacks amount to a direct violation of key provisions of well-established, customary international humanitarian law.[44] This affords protection to civilians and education institutions in times of war. The Rome Statute of the International Criminal Court (ICC) identifies a series of intentional attacks on education as a war crime – in particular, attacks on buildings dedicated to education,[45] conscripting children aged under 15, enlisting them or using them to participate actively in hostilities, grave acts of sexual violence and attacks on civilians and civilian objects.[46]

The ICC's first ruling against Thomas Lubanga Dyilo, leader of the Union of Congolese Patriots, proved the crucial links between war crimes and their impact on education. In its first ever case, the ICC's Prosecutor highlighted the impact on children's education as one of the reasons why he was requesting a maximum 30-year sentence. In addition to charges related to child recruitment, Lubanga's 14-year sentence included denying thousands of children their right to education and affecting the education system due to the conduct of his troops.[47]

The Fourth Geneva Convention relative to the Protection of Civilian Persons in Time of War prohibits the targeting of civilian objects,[48] emphasising the importance of schools and hospitals to the civilian population, especially children. Deliberately targeting schools or hospitals in the absence of military necessity is prohibited under the general legal principle that civilian objects must be distinguished from legitimate military objectives and protected against the consequences of military operations. This is a customary norm of international law, applicable in all conflict situations.[49]

3 THE IMPACT ON CHILDREN OF DIFFERENT TYPES OF ATTACKS ON EDUCATION

"I saw that when they see a child they shoot without hesitating. In our school they aimed missiles towards us, and when the missiles hit the school it destroyed half the building…I was not at school that day, but I saw it on fire. I have seen many bodies – in the streets, thrown outside homes, and even in the river."

Fadi, 9, Syria

The physical damage of attacks against schools is quantifiable – a destruction of education infrastructure represents a financial cost for a government. But it is the human cost that is greatest.

A single attack on a school can keep hundreds of children out of the classroom, potentially destroying a community's only place of learning and a principal hub. In the worst scenarios, a combination of attacks on education and wider conflict can potentially deprive an entire generation of children the chance to get a good-quality education. Moreover, attacks on teachers deprive children and schools of teachers – essential actors in children's learning, and role models.

THE IMPACT ON CHILDREN OF ATTACKS ON EDUCATION

Not all of the 50 million children and young people who are out of school in conflict-affected countries are victims of attacks on education. However, as can be seen below, a considerable proportion of children become direct victims of attacks, or are indirectly affected when their schools or teachers come under attack, or when education is threatened, leading to school closures.

The following examples from ongoing conflicts demonstrate the impact of attacks on children's education:

- In the Democratic Republic of Congo, the Mouvement du 23 Mars (M23) was largely responsible for rendering 250 schools out of use in 2012, either as a result of occupation for military purposes or looting. Between April and December more than **240,000 students** had no schooling.[50]

- In the Central African Republic, more than half of the country's schools remain closed following the Séléka rebel coalition's takeover of the country in April 2013. The education of **1 million children** has been jeopardised as a result.[51]

- In Mali, following widespread attacks on schools, more than 1,500 schools in the north of the country are in need of repair, new equipment and removal of weapons. The conflict has disrupted the education of more than **700,000 children**.[52]

- In Syria, by January 2013 an estimated 3,900 schools had been destroyed or occupied for purposes other than education and are now rendered unusable for education purposes.[53] Estimates in April 2013 show a very rapid increase in this number, with 22% of the country's 22,000 schools rendered unusable. The combined effects of conflict have jeopardised the education of **2.5 million school-age children and young people**.[54]

If schools are damaged or closed, children's educational progress is likely to be curtailed: they are not able to learn, complete courses, or sit exams. The broader impact of conflict may also significantly affect students' learning trajectories. As the Inter-Agency Network on Education in Emergencies (INEE) states, "such violence has long-lasting consequences for… individual learners. Even when physically able to access education, learners and staff may be exposed to abuse, violence and discrimination that can adversely impact quality and learning outcomes and have devastating

social and psychological effects."[55] Conflict is generally understood to have a very significant psychological effect on children.[56] Save the Children's longstanding experience working in humanitarian crises shows that the longer we wait for education to be restored, the more vulnerable children become to recruitment by armed actors, trafficking or other risks to their personal safety.[57]

The long-term consequences of a prolonged time out of school, and permanently dropping out, can also translate into a loss of opportunities for young people living through conflict. While education offers the promise of greater social cohesion, denying children and young people an education often prevents them from leaving the cycle of violence and conflict, preventing the positive impact education may previously have had.[58]

DIFFERENT TYPES OF ATTACKS ON EDUCATION

SEXUAL AND GENDER-BASED VIOLENCE AGAINST GIRLS AND YOUNG WOMEN

"…They destroyed our school, we couldn't go any more. On Monday I went to school. The rebels came into the school. They didn't like the way some of the girls were dressed. They yelled at us, saying that what we were wearing wasn't good.

It made me scared. They broke our school desks, destroyed our school books and our things. I didn't want them to destroy our things. I didn't like what they were doing at all. School is supposed to be a place where we learn things."

Sita, 12, Mali

Girls and women face additional risks of sexual and gender-based violence within school environments.[59] Girls and female teachers can be at higher risk of sexual violence (SGBV), including rape, committed by armed actors. In several conflict-affected countries, this risk has proved a deterrent to female participation in education, both by teachers and pupils. The absence of female teachers can be another barrier to girls' attendance in schools.[60] Furthermore, girls and female teachers subjected to sexual violence, including those who become pregnant as a result of rape, are often prevented from attending school because of stigma.

Targeted attacks on girls' education can also be found where schools have historically been targets of violence directed at the central government or perceived 'foreign' interference,[61] or where education is seen to be damaging to local customs.[62]

In Mali, reports show that in the face of the current conflict, parents are afraid to send their daughters to school for fear of attacks. Girls have refused to go to school as a result of attacks in the region.[63] Sexual and gender-based violence (SGBV) has become common in the northern regions of Mali, with at least 211 cases of sexual violence by militant groups reported in 2012.[64] Given the gross underreporting of such cases, the real number is understood to be much higher. Hundreds, if not thousands, of school-age girls have suffered sexual violence.[65]

In Afghanistan, Mali and Pakistan, evidence shows that girls, teachers and girls' schools come under attack when ideologies held by armed groups seek to undermine the status of girls and women. In 2010, following threats from the Taliban on girls' education, an estimated 900 Pakistani government and private schools were closed, restricting access for more than 120,000 girls.[66] In Afghanistan, the Taliban and associated armed groups have thrown acid at school-going girls[67] and poisoned the water and food consumed by girls, with the intention of preventing them from going to school.[68] Anti-government elements in Afghanistan have warned girls to stop going to school,[69] a practice that is also common in conflict-affected areas of Mali, where girls and women have also been targeted for not adhering to strict clothing requirements.[70]

TARGETING TEACHERS

"The [UN] Secretary-General is greatly concerned about the increase of violence against teachers around the world in recent years. He calls for schools to be respected as safe and secure learning spaces."[71]

Spokesperson of the UN Secretary-General

"Armed men were all over the streets. We were all petrified and everyone's face had turned white. The teachers started taking us upstairs. We stayed in school until the school day was over, until things had calmed down. When the armed men had left the streets, the teachers started taking us home – those

who live far away were taken by car, and those who live nearby were walked home by the teachers."

Doa'a, 13, Syria

In many conflict-affected areas, teachers are a direct target of government forces and paramilitaries, and of non-state armed groups. Teachers are exposed to intimidation, torture and persecution and are frequently killed.[72] Persecution and intimidation may force teachers to leave their communities – for fear of death and reprisals against their own children or family members.

For every teacher who is attacked, scores of children are affected. Save the Children's experience in conflict-affected countries shows that, given the centrality of teachers in any learning process, a reduction in numbers of qualified teachers has a significant impact on children's learning outcomes.[73] The absence of teachers from a classroom will have a long-term effect on the enrolment and retention of children in these areas. In the Central African Republic, the current average student-teacher ratio in the worst-affected areas of conflict-affected Haut Mbomou préfecture, ranges from 97 to 102 pupils per teacher and classroom. As a result, children may be in school but not learning.[74]

TEACHERS UNDER ATTACK

- In Colombia, 22 teachers were killed in 10 departments in 2010. According to government sources, non-state armed groups, including the Fuerzas Armadas Revolucionarias de Colombia – Ejército del Pueblo (FARC-EP), Los Rastrojos, Los Urabeños and Los Paisas, have threatened teachers leading community initiatives against sexual violence and child recruitment.[75] In 2009, the killing of an indigenous teacher in front of his students by suspected members of FARC-EP led to the internal displacement of an entire indigenous community.[76]
- In Syria, official Ministry of Education data reports that 222 teachers and other educational personnel were recorded as having been killed since the conflict began.[77] There are indications that the figures could be much higher; a local human rights NGO has announced that 640 educational staff have been killed, and 1,300 arrested by government forces.[78]

SINGLED OUT

"One morning when I was teaching my class some men came and destroyed everything. They said that I had to stop teaching or that they would kill me. I was scared. These people don't like anyone they think is a leader. If they thought that you may challenge them or tell the people not to do what they say then they will kill you. There would be no hesitation. As a teacher I was singled out. I took their threat very seriously.

"I left that place straight away. I didn't even go to collect my wife and children. I told someone to tell them to meet me at the border.

"Now I'm the volunteer headmaster at this school supported by Save the Children.

"The children have many challenges here. Many have come from areas where there has been fighting. Some have seen horrible things. Sometimes their body will be in the class but their minds will be somewhere else. Quite a few of our students have lost either one or both of their parents. Some have no one to stay with and take care of them. But I think these children are the ones who need this school most. We can offer them the support they need.

"I think I always wanted to be a teacher. I wanted to help my community and help to develop the next generation. I think what we are doing here is helping."

A refugee volunteer headmaster, and now at a Save the Children-supported school. Location removed for security reasons.

THE MILITARY USE OF SCHOOLS

"Schools should serve as a safe haven for children and provide them with protection. The use of schools for military purposes puts children at risk of attack and hampers children's right to education."[79]

UN Secretary-General, Ban Ki Moon

"…we were on the bus to school and we saw armed men next to our school so we stopped. The teachers were on the way, they weren't there yet, so the bus driver called them and told them not to come because men were inside the school.

"So we stopped going to school."

Nidal, 6, Syria

Between 2005 and 2012, national armed forces and non-state armed groups, including multinational forces and even peacekeepers, used education institutions in at least 24 countries in conflicts across Africa, Asia, Europe, the Middle East and South America.[80] Schools were used as bases, barracks, detention facilities, torture centres, firing positions and weapons and munitions caches, among other purposes.[81]

The practice remains prevalent among many parties involved in ongoing conflicts. In the conflict in Syria, for example, all armed groups involved in the conflict are using schools as military headquarters, detention and interrogation centres, military training centres, barracks and sniper posts.[82] Similarly, reports from the DRC show that 42 primary and secondary schools were reported as occupied and subsequently damaged, preventing more than 1,100 children from accessing education in November 2012.[83] In Colombia, in June 2010, the physical presence of Colombian military forces inside schools led to FARC-EP and other groups destroying a rural school.[84] And in May 2011, the FARC-EP used a school in Valle del Cauca as a shield in order to attack Colombian military forces, and left a minefield that forced the suspension of classes for over six months.[85]

The military use of a school turns an otherwise civilian object into a military object, thereby making it more vulnerable to a legitimate attack by other armed actors. This can be hugely disruptive for children's education. It is particularly threatening for girls. Evidence shows that the military use of schools increases both the actual and perceived risk of rape and sexual violence by armed actors operating inside or around schools.[86]

In addition to disruption of school environments, military use and occupation of schools may lead to:
- higher risks of death or severe injury from attacks, and from accidental or misdirected firing of weapons or explosive ordnance
- exposure of children to recruitment or sexual violence by parties to conflict
- high student drop-out rates, reduced enrolment, lower rates of transition to higher education levels, overcrowding and loss of instructional hours.

While international law contains no general ban on the use of school buildings for military purposes, it does prohibit armed forces and armed groups using them at the same time as they are being used by students and teachers for education purposes.[87] Under international law, military use of an education institution can convert it into a legitimate military target, placing students and teachers at risk of attack by opposing forces. In this regard, UN Security Council Resolution 1998 urged parties in conflict to "refrain from actions that impede children's access to education" and requested the UN Secretary-General to monitor and report on the military use of schools and hospitals in contravention of international humanitarian law.[88]

THE USE OF EXPLOSIVE WEAPONS IN POPULATED AREAS

"I was in school, we were in class studying. All of a sudden a car passed by and started shooting in the air. Then they threw a missile and it exploded right in the middle of the playground in front of our school. My friends and I were terrified. We looked out the window to see what happened, and saw that it had been attacked."

Doa'a (pictured opposite), 13, Syria

In the last two years, there have been numerous reported cases of the use of explosive weapons against civilian objects or civilians.[89] Explosive weapons are munitions such as mortar or artillery shells, cluster bombs, air-dropped bombs and improvised explosive devices. The use of explosive weapons in populated areas has devastating consequences for children. This is exacerbated by the use of explosive weapons on or near schools – killing children and teachers gathered in classrooms, and leading to widespread destruction of education facilities.

AIR ATTACKS ON EDUCATION IN GAZA

The seven-day military operation in November 2012 in Gaza severely damaged Gaza's education system. Between 14 and 21 November, 22 students and four teachers were killed.[90] Moreover, 285 school buildings suffered damage as a result of airstrikes, including 64 United Nations Refugee Works Agency (UNRWA) school buildings.[91]

Damage to 43 educational facilities prevented 25,000 children from returning to school.[92] Approximately 462,000 Palestinian students missed school due to the closure, interruption and damage to the education system.[93] In southern Israel, six school buildings were damaged by rockets launched by Palestinian armed groups during the hostilities.[94]

Doa'a, from Syria, was in school when a missile landed in the playground (see page 10).

4 COUNTRY CASE STUDIES

Countries included in this chapter illustrate reported attacks on education and demonstrate the short-term damage and long-term impact of conflict on education systems. Save the Children itself draws no conclusions on whether attacks reported were deliberate or a result of collateral damage.

CENTRAL AFRICAN REPUBLIC

UNICEF estimates that more than 2.3 million children are currently affected by the crisis in Central African Republic (CAR).[95] The education of more than 1 million children has been jeopardised by the conflict and the coup led by the Séléka rebel coalition,[96] and the conflict has had a damaging impact on what was already an extremely fragile education system. There are 746,000 primary school-aged children in CAR, aged 6–11 years, 67% of whom were attending school before the crisis. At least 250,000 children who started the 2012–13 primary school year and 30,000 who were in secondary school are now at risk of losing the entire school year.[97]

Though it is difficult to ascertain the exact number of schools that have been used by armed groups, it is well known that schools have been used as military bases. In December 2012, assessments in the worst-hit areas of the country reported that nearly all schools and other basic infrastructure remain closed; pillaging of schools had left them without any learning materials.[98]

According to a child protection assessment carried out recently by Save the Children in the worst hit *préfectures* of the country, many children were seen playing *commandante* (commander) and carrying toy guns. Community members commented that, with the destruction of already fragile government systems and the lack of education and other opportunities for children, many children are beginning to see enrolment with Séléka as their only viable option.[99]

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

- In April 2013, at least 650,000 children were being denied access to education – up from an estimated 166,000 out-of-school children in February 2013.[100] The increase is due to nearly half of the country's schools being closed[101], military occupation of schools, and teacher absence.
- There is a net school enrolment rate of 48% in the northern, conflict-affected regions.[102] Only 21% of school-age children are able to be in school in conflict-affected Bambouti and Haut Mbomou divisions, for example.[103]
- Learning levels are very poor, which has led many children to drop out of school.[104]
- Children – and girls, in particular – are exposed to a wide range of protection risks, including abuse, sexual and gender-based violence (SGBV) and early marriage.[105]

DEMOCRATIC REPUBLIC OF CONGO

"I was sexually abused by a Mai Mai soldier in November 2012 when I went to Kibarangiriro, near Masisi to visit my aunt in the hospital… He took me out and led me into the bush and raped me… I returned home and I had to tell my parents, who comforted me and encouraged me to continue my studies despite the incident. I go to school now despite many problems, like being discriminated against by my classmates, and the distance between the school and our village – it takes four hours walking there and back, and I'm scared I will be attacked again."

Joanna, 10

The education system in the DRC has been severely affected by years of ongoing conflict. In 2012, nearly 30% of children aged 5–17 were out of school.[106] In April 2012, conflict broke out in the eastern provinces of DRC. The creation of the Mouvement du 23 Mars (M23) in April 2012, a rebel group split from the national army, resulted in a marked increase in the number of grave violations against children.[107] In December last year, more than 600 schools had been affected by the conflict in 2012.[108] As of November 2012, 540 schools were affected in North Kivu alone.[109]

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

- In 2012, there were a further 18 attacks on schools reported by the UN,[110] while Education Cluster assessments reported widespread damage to at least 500 schools.[111]
- At the start of 2013, around 600 schools had been affected by armed conflict in North Kivu alone, impacting on the education of around 200,000 children.[112]
- Many schools do not have roofs, walls, toilets or even desks as a result of military interventions and attacks in the area. Schools and classrooms have been completely destroyed or damaged as a result of arson attacks, displaced people sheltering in them, military groups occupying school buildings and people using desks and doors for firewood.[113]

IN THE LINE OF FIRE

The headmaster of a primary school in North Kivu describes how his school came under attack:

"On 27 February 2013 the school was destroyed. During clashes between the Congolese Armed Forces and the armed group APCLS, people sheltered in the school for the night of 26 February 2013. When we saw bullet cartridges, we decided the children should return to their homes but some remained at school.

"Some hours later, bombs fell on our village, targeting displaced people hiding in the school – they had been confused for the enemy. Twelve people died immediately … A six-year-old girl from first grade was injured, and three other students, including a 12-year-old boy in the sixth grade. The

school was raided and the textbooks and exercise books destroyed … even the material we kept for future building work was looted.

"Before the war we were well organised and teachers worked very well. But after the war the parents can no longer pay teachers because their own properties were looted, their children are not well, they have moved away, buildings have been destroyed and food is scarce. Before the war there were 815 students; today we have 784.

"We can see that the war does not build; it destroys. We urge the authorities to respect our goods and public property and to protect children and their right to education."

MALI

"The day the rebels came, they destroyed the school. I saw them. They went inside the school. They went into the headmaster's office and destroyed everything. They destroyed the students' papers and folders."

Salif, 13

In August 2012, only 48% of schools were reported as functioning in the Gao, Timbuktu and Kidal regions, out of a total of 1,079 schools.[114] The resurgence of conflict in January 2013 led to damage to schools through ground combat and aerial bombardments.[115]

In June 2013, UNICEF estimated that the education of 700,000 children had been disrupted due to conflict and that 2,500 schools had been affected, including damage caused by conflict and flooding, looting, hosting displaced people and destruction by armed groups.[116] An estimated 103,692 students were being taught by 2,486 teachers in these schools.[117] When a primary school opened in Timbuktu in February 2013, 1,250 students gained access; 130 students were in one classroom.[118] Such conditions are not conducive to learning, nor to establishing a safe and protective environment for children, and could lead to children dropping out.

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

- Schools have been damaged or destroyed by fighting, looted by militant groups or are under threat from unexploded ordnances left in and around schools. In 2012, 155 schools were looted, bombed, damaged, used by military groups or put at risk from unexploded ordnance.[119] In the north of Mali, 1,528 schools were in need of repair, equipment and de-pollution following widespread attacks on schools.[120]

- Children and teachers report fleeing from gunfire and fighting near schools. Schools have been raided, with armed groups taking anything of value to be used to support fighting.[121]

- Many reports also cite deliberate attempts to obstruct education through the destruction of papers, textbooks and other learning materials[122] – and even beds from a nursery school have been pillaged.[123]

- Several reports indicate that children as young as 11 have been recruited and trained by armed groups; although specific numbers are not available, hundreds of children are estimated to have been recruited.[124] There are 18 recorded cases of training and recruitment of children taking place in schools and military bases.[125]

Salif's school in northern Mali was ransacked during the conflict in early 2013.

OCCUPIED PALESTINIAN TERRITORY AND ISRAEL

Attacks on education in the occupied Palestinian territory (OPT) and Israel exemplify the full spectrum of attacks on education, including the denial of access to education, in a situation of protracted occupation, with recurrent hostilities, as well as periods of high-intensity conflict. In 2012, the UN Secretary-General reported 321 incidents of attacks against education in the OPT.[126] In Gaza, 285 school buildings suffered damage as a result of air strikes, including 60 United Nations Relief and Works Agency (UNRWA) school buildings.[127] Additionally, seven attacks affected Israeli schools, with no fatal consequences.[128] Israeli children were at risk through mortars and rockets fired from the Gaza Strip – though the relatively small numbers of children and schools affected reflects the significance of an effective protection and preparedness system set up by the government to protect children.[129]

Checkpoints, gates and arrest of children, as well as clashes between students and Israeli military or military operations around schools all constitute types of denial of access. In 2011, 31% of 113 communities in the West Bank reported that schoolchildren, young people and teachers had to cross one or more military checkpoints to reach their schools, affecting more than 2,500 children daily.[130]

Barriers to education particularly affect Area C and the H2 area in Hebron, with children facing long waits, body and school-bag searches, and questioning when crossing checkpoints. The combined effect of such practices result in physical injuries to children, loss of school days due to the difficulties in accessing controlled areas, longer commutes to avoid dangerous areas or crossing checkpoints, and psychological stress on children.[131]

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

- In 2012, 25 incidents of attacks on schools were reported in the West Bank, including at least 17 instances where the Israeli military entered or attempted to enter school premises for search operations, to remove Palestinian flags or to protect Israeli settlers.[132]
- In 2012, in Gaza, the vast majority of attacks happened during the Israeli military operation in November, with a total of 285 schools reported as damaged as a result of air strikes.[133]
- In October 2012, increased open hostilities in Gaza led to the cancellation of classes in five Israeli schools and 53 schools in Gaza, affecting nearly 27,000 students.[134]
- In southern Israel, six school buildings were damaged by rockets launched by Palestinian armed groups during the hostilities in November 2012. One additional Israeli school in Beersheba was damaged on 11 March 2012 by rocket fire from Gaza. No injuries to children were reported as a result of the incident; the school was already closed that day as a precautionary measure.[135]

PAKISTAN

Pakistan's Taliban-controlled areas have been the scene of most attacks on education. The Federally Autonomous Tribal Areas (FATA), bordering Afghanistan, and Khyber Pakhtunkhwa (KP) province have been the most heavily targeted.[136] In 2009, the Taliban gained control of the Swat Valley in what is now the KP province. This resulted in a very strict enforcement of their interpretation of Sharia law, and a violent campaign against girls' education. Female students, teachers and those supporting girls' education have since experienced the brunt of many gruesome attacks. In 2010, following threats from the Taliban on girls' education, an estimated 900 government and private schools were closed, restricting school access for more than 120,000 girls.[137]

In 2012, the Tehreek-e-Taliban Pakistan's (TTP) attack against Malala Yousafzai, Kainat Riaz and Shazia Ramzan was justified under claims that it was obligatory to kill anyone leading a campaign against Islamic law and values. The TTP subsequently announced further threats if Malala continued her public outreach to ensure more girls go to school, and issued warnings against anyone who was seen to support Malala or the principle she stood for: every girl's right to education.

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

- In 2011, the UN reported that 152 attacks on schools and educational facilities had been registered in FATA and KP province.[138]
- In March 2013, Pakistan's intelligence agencies informed the Supreme Court that, since 2008, 995 schools and 35 colleges have been destroyed in the FATA and KP province.[139] Further to this, the government stated that 246 schools (59 girls' schools, 187 boys' schools) were destroyed and 763 damaged (244 girls' schools, 519 boys' schools) in KP province.[140]
- Armed groups carried out acid attacks on children – an act that carries lifelong stigma for the victim. In 2012, two girls were attacked with acid by the Taliban in the city of Parachinar in northern Pakistan.[141]

TARGETED ATTACKS AGAINST EDUCATION IN PAKISTAN: JANUARY–JUNE 2013

- **1 January**: five teachers were killed near the town of Swabi in KP province.[142]
- **26 March**: Shahnaz Nazli, a teacher in Shahkas on the Afghan border in the Khyber Agency of the FATA, was shot dead on her way to work.[143]
- **30 March**: Abdul Rasheed, a school principal, was killed and another eight people were injured, including four children, in a grenade attack and shooting as exam results were distributed at a school in Karachi.[144]
- **30 March**: a girls' school was blown up in Karachi.[145]

- **5 May**: a boys' school was blown up in Balochistan.[146]
- **9 May**: four schools were blown up in separate attacks in Balochistan.[147]
- **10 May**: a government school was blown up in Swabi town in the KP province.[148]
- **15 June**: a bomb on a bus carrying female students exploded, killing 11 people and injuring 22 in Quetta, capital of Balochistan Province. When the survivors were taken to hospital, gunmen attacked the hospital.[149]

SYRIA

According to the Office of the UN High Commissioner for Human Rights (OHCHR), since the start of the conflict in Syria in 2011 an estimated 93,000 people have been killed. Many thousands of them were children; an estimated 1,700 were 10 years of age or younger.[150] The UN's most recent figures indicate that more than 4.25 million people are displaced within Syria, half of whom are children, with more than 1.7 million people seeking refuge in neighbouring countries.[151] The conflict has been characterised by vast numbers of grave violations against children who have been injured, killed, maimed, interrogated and tortured. Parties to the conflict have resorted to a wide variety of tactical violence, including the use and occupation of schools as barracks by armed actors[152] and the use of heavy weaponry in populated areas, resulting in teachers and students being killed.[153]

The current situation has grave implications for education. Syria almost reached universal primary enrolment, and was on the way to reaching universal secondary enrolment in 2010. As shown below, the country's education levels have been reversed and it will take many decades to restore the education system to its full capacity.

By June 2013, more than 3.1 million children had been affected by the ongoing crisis.[154] Approximately 80% of these children – more than 2.5 million – are between the school-going ages of 4 and 18.[155] Nearly half of them, 1.6 million, have been displaced and face severe constraints on their schooling. Many of these children have been out of school for two years.[156] Hundreds of thousands of refugee children in the region are waiting to join school.[157]

"MY FUTURE IS DESTROYED"

Motasem, 16, recounted his experiences of the conflict in Syria:

"We left Syria very recently because of the horror, the raids every other day. I left Syria because there's no food, no bread, no water, no electricity, the raids, theft and looting, hurting women, hitting and insulting the men and children, torturing old men and women… Syrian people are facing every hardship you could imagine.

"My life has changed a lot, 100% from before. My friends and I, we used to meet and spend the evening together, but now we can't go out after 5 or even 4pm, because it's too dangerous.

"I'm in ninth grade but this war stopped me from graduating – I should have graduated and gone to high school, to start building my future but no… my future is destroyed.

"Let me tell you what happens in Syria. First – bombing and shelling to pave the way. Mortars, missiles, heavy artillery. I never knew about such things before, but now I can recognise all the different types and sounds. They used everything against us. This is to start, and the bombing continues for two days non-stop. And then the ground raids – armed men move in and go house to house. I have seen them take the men and tie their hands behind their back, forcing them to face the wall.

They start whipping them with lashes. They take the women outside and start harassing them, and the children cry and scream because of the horror and fear.

"Everyone is frightened… Many massacres took place in my area. If a gun is heard in a house or some shots nearby, armed men will go in and execute anyone they suspect, sometimes the whole family. I have seen this – they put them against the wall and shoot them. I had to run away when I saw this, or they would kill me too, for sure.

"Now students don't go to school, because when they did there were shells – I think they targeted the school because shells fell all across it. Students were leaving to go home in the afternoon when it started and two children died – they were both very young. When children are injured in Syria, they die. They die because there is no way to rescue them, to move them. We are surrounded. Even if we could have, there was nowhere to take them. So children died from these fragments of bombs.

"In Syria I had a friendship group of 13 people – now, only three are still alive. Most are stuck in Syria still, and we cannot talk to them because they are under siege."

THE SCALE AND IMPACT OF ATTACKS ON EDUCATION

Official Syrian Ministry of Education estimates show that more than 1 million children inside Syria are unable to access basic education. Of a total of 22,000 schools, 3,643 (16.6%) are either partially damaged or completely destroyed (2,963 schools), or are being used as shelters for IDPs (680 schools). The Ministry estimates a $740 million loss in infrastructure.[158]

However, in January 2013 the UN estimated that the total number of schools that have been damaged, destroyed or are being used for purposes other than education could exceed 3,900, with 450 of them completely destroyed.[159] According to the Syrian

Ministry of Education's latest estimates in April 2013, 1,992 schools were being used as shelters for displaced persons, while 2,963 schools have been damaged or destroyed.[160] This means that at least 22% of schools cannot be used for education purposes.

Moreover, the Northern governorates report that 80% of school facilities are not functional.[161] In Aleppo alone, 1,500 schools have been destroyed or damaged.[162] It is no surprise then that there has been a very sharp decrease in attendance rates in the most affected governorates, including: Aleppo, Dar'a, Homs, Id lib, Ar-Raqqa and rural Damascus.[163] In Aleppo, the enrolment rate dropped as low as 6%.[164]

PHOTO: JONATHAN HYAMS/SAVE THE CHILDREN

Refugee Syrian children take part in activities at a safe space run by Save the Children.

5 CLOSING THE FUNDING GAP FOR EDUCATION IN HUMANITARIAN CRISES

"I only brought one bag. I put some clothes in, my school books too. I didn't know how long we would be gone. I didn't know what to bring, I was in a panic…To go to school here is a big problem. They've kicked me out of school now because we couldn't pay the school fees…

When I finish school, I'll be able to get a good job and make some money of my own."

Magloire, 13, Mali

Many countries embroiled in conflict are inadequately addressed in the international aid structure, with their education systems receiving neither adequate long-term development assistance nor sufficient short-term humanitarian aid. In humanitarian contexts, the onerous task of restoring an education system that has been destroyed or significantly damaged by conflict falls to the education sector, supported by international actors.

Education in emergencies interventions respond to the immediate needs that arise, among others, when education has come under attack. Moreover, they seek to protect the education of children who are at risk of dropping out because of crises and, in many cases, ensure that children who have never been to school enrol in education programmes. For example, 95% of refugee children enrolled in Save the Children's EU Children of Peace Initiative project in Dollo Ado refugee camp in Ethiopia had never been to school.[165]

This chapter highlights the importance of guaranteeing that education becomes an essential component of a humanitarian response, and that it is adequately funded. It also outlines that short-term gains for education made through humanitarian responses must be safeguarded and continued across recovery and in development.

Whilst the focus is on the importance of securing adequate funding to ensure education is protected in a humanitarian emergency, it is crucial to understand that this is only one component of an adequate response to education in conflict that seeks to protect education from attack.

EDUCATION – AN ESSENTIAL COMPONENT OF A HUMANITARIAN RESPONSE

The education in emergencies community has shown how education provides protection and routine for children, and signals a return to normality by building a structure for children from the very early days of a humanitarian emergency,[166] particularly at a time when existing formal education systems are in major disrepair.[167] Education interventions accompany children throughout a country's recovery process, when development strategies begin to be implemented and are also implemented as part of preparedness to reduce the impact of any future crises.

Examples of interventions include setting up informal and formal structures for learning and attracting teachers and building their capacity quickly. This helps ensure education is up and running promptly enough to ensure children do not drop out permanently. Many out-of-school children in conflict-affected areas may have already been out of school for reasons related to the conflict, as well those brought about by poverty or discrimination. In many cases, accelerated learning programmes (ALPs) are implemented to ensure the older children are able to catch-up on their education, with their progressive incorporation into the education system or alternative learning programmes.[168]

PHOTO: SAVE THE CHILDREN

A boy at a camp for displaced people in North Kivu, DRC.

HUMANITARIAN AID – FAILING TO MEET EDUCATION NEEDS

In most conflict-affected areas, humanitarian responses – led by the global humanitarian community – are overseen by in-country UN mechanisms, which set up interventions to ensure the basic needs of populations affected are met. The Inter-Agency Standing Committee (IASC) Education Cluster, co-led by Save the Children and UNICEF, has been given the mandate to coordinate all education interventions launched during a humanitarian emergency.

Every year, the UN leads a process to request financing for humanitarian needs in all countries where a UN-led coordination system is in place. The UN's humanitarian Consolidated Appeals Process (CAP) shows the full extent of funding requested and funding allocated. It serves as a starting point to demonstrate just how underfunded education is. New analysis by the EFA–GMR shows that the share of

humanitarian funding for education has declined. In 2011, education accounted for just 2% of humanitarian funding, a reduction from 2.3% in 2010.

In 2012, this decreased to 1.4%. Education suffers from a double disadvantage: not only does it receive a small share overall, it receives the smallest proportion of the amount requested of any sector. In this same year, for example, only 26% of the modest amount requested through the UN's humanitarian CAP was received for education in humanitarian crises, leaving a funding gap of $221 million.[169]

As Table 2 shows, out of three countries with high numbers of attacks on education – OPT, DRC and Afghanistan – only OPT received over half of the funding required, albeit with a very low request overall. DRC received only 7.9% of funding requirements for education. A significant amount of education and protection-focused projects proposed under the CAP received very limited funding.[170] Figure 2 shows similar data for Syria.

TABLE 2: LOW-LEVEL FUNDING REQUIREMENTS TO RESTORE EDUCATION ARE NOT MET

	Education requirements (USD)	Funding received (USD)	Percentage of education requirements that are covered
OPT	16.7 million	9.1 million	54.7%
DRC	75 million	5.9 million	7.9%
Afghanistan	20.9 million	6.2 million	29.6%

SYRIA: HUGE NEEDS, LITTLE FUNDING

FIGURE 2: SYRIA'S HUMANITARIAN REQUIREMENTS AND FUNDING, BY SECTOR
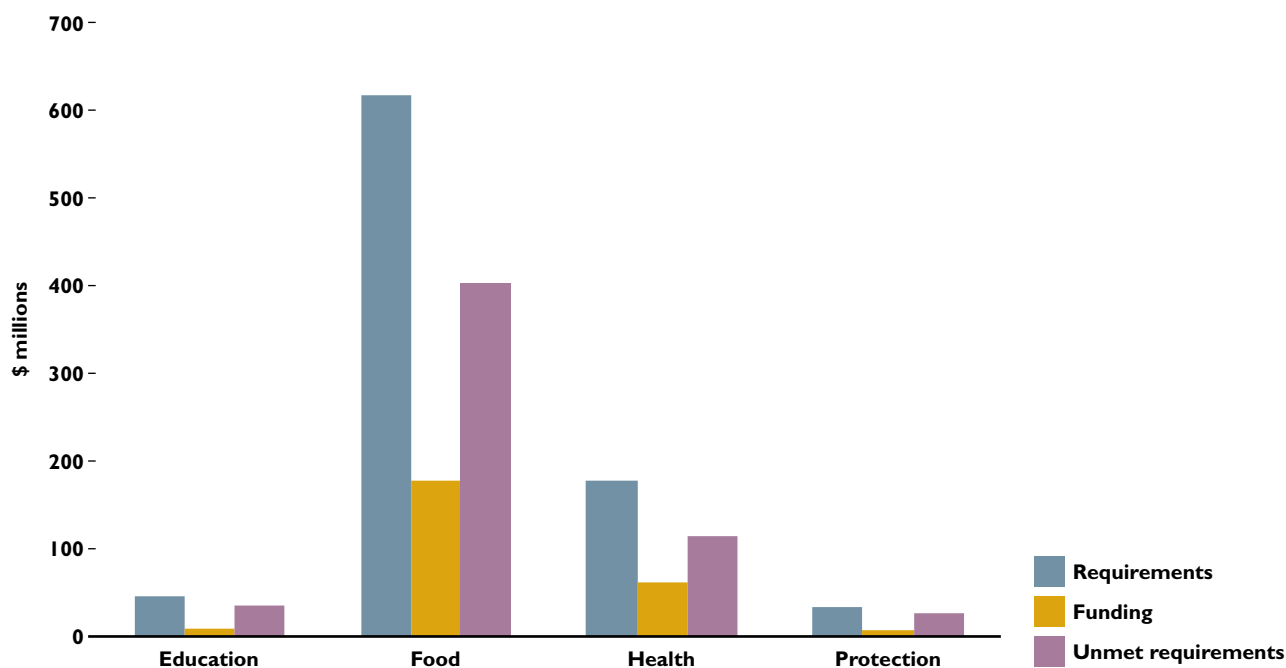
A mid-2013 snapshot of Syria's Humanitarian Assistance Response Plan (SHARP) shows the minimum levels requested by the Education Cluster and the considerable unmet requirements, in comparison to the need highlighted in chapter 4. Moreover, the SHARP only really covers areas that can be reached – leaving a blank on what has happened in the worst-affected areas. The education sector requested US$45 million in January 2013. In June 2013, it had only received $9 million.[171]

As outlined in the previous chapter, Syria's education system has nearly collapsed, and 1.6 million children are waiting to resume their education. Many of these children face other risks, including recruitment by parties to the conflict, which could be prevented through education and protection programmes. An education response has been set up to guarantee that a high proportion of Syrian children will have access to learning programmes, formal schooling and psychosocial activities that will provide them with the protection, sense of normality, routine and continued cognitive development they need. Fulfilling education needs at this time is crucial for children, communities and the future of Syria; it has become a moral obligation for the international community.

THE 'PROTECTIVE SECTORS': THE NEED FOR MORE JOINT FUNDING AND STRONGER COLLABORATION

The country situations reported in the previous section require joint approaches to secure stronger collaboration and integration of the activities of two 'protective sectors' – child protection and education. Together, both sectors can implement psychosocial interventions for children affected by conflict, as well as increasing reporting and response to gross violations against children and adults. A response to cases of sexual violence against schoolchildren or teachers, for example, requires effective interventions from both 'protective sectors', in addition to collaboration with health and livelihoods sectors, to address all needs holistically. A greater and stronger collaboration between the humanitarian coordinating bodies responsible for implementing protective interventions, namely the IASC Protection Cluster and the IASC Education Cluster, must be encouraged within humanitarian responses.

THE NEED FOR LONG-TERM, PREDICTABLE FUNDING FOR CONFLICT-AFFECTED COUNTRIES

Recovering from conflict – and rebuilding an education system that is destroyed – requires long-term resources to support ambitious education strategies. Predictable, multi-year funding contributes to building education and supporting countries to scale up education programmes in the worst-affected areas, and to treat the root causes of conflict through education and peace-building. In many crises outlined previously, both humanitarian and long-term development funding are needed to guarantee a safe, good-quality education to the nearly 50 million children and young people who remain out of school in conflict-affected countries.

In 2010, a number of donors began to step up to the challenge of securing the right to education for children in the most challenging environments. Notably, the UK's Department for International Development (DFID) took the lead in committing to allocate 30% of its budget by 2014 for development programmes in countries affected by conflict and fragility,[172] with significant investment in children's education in Afghanistan and Pakistan, for example.

A year later, the United States Agency for International Development (USAID) set out education in conflict-affected countries among its key priorities. Additionally, the Global Partnership for Education (GPE) began to secure donor and partner-country commitments towards the same effect, with the added incentive of securing funding for education in emergencies through flexible GPE disbursements.[173]

The EFA–GMR recently reported that reductions in global aid to education are putting children's education prospects at risk.[174] In parallel, the Organization for Economic Cooperation and Development (OECD) reported that despite the huge needs faced by fragile states, most fragile countries continue to be donor orphans:[175] 38% of all aid was destined to 37 fragile states in 2010; half of it went to just seven recipient countries.[176]

Donors must ensure they maintain their focus on conflict-affected countries, as these are the countries that most require aid in order to make progress in their development targets. Donors must also ensure that their humanitarian and development policies are connected, so that funding covers both the need to ensure education in humanitarian emergencies reaches children and young people as soon as a crisis hits, and long-term development education strategies.

Juan and his family, from Colombia, had to flee their home because of conflict.

6 CONCLUSIONS AND RECOMMENDATIONS: FULFILLING THE RIGHT TO EDUCATION IN CONFLICT-AFFECTED COUNTRIES

Children's education cannot wait. Ensuring children in conflict-affected countries continue to enjoy their right to education is crucial to ensuring that they are able to see beyond the everyday horrors of conflict. Moreover, securing continuity in education is crucial to enable children and young people to have the chance to break away from the cycle of violence and conflict, and to decrease the opportunity costs of becoming involved in the conflict surrounding them. Responding to the scale of the challenge identified in this report will require action on many fronts. But in this final chapter we highlight two particular priorities. First, education must be better protected from attacks. Second, humanitarian funding must be adequate to meet the needs of all children caught in conflict-affected crises.

1 TAKE MAJOR STEPS TO PROTECT EDUCATION

Preventing and responding to attacks on education and protecting children, teachers and schools requires multiple, contextualised approaches. This section suggests a combination of approaches, which include legal redress mechanisms, community-led and nationally endorsed regulations, and clear prohibitions against the military use of schools.[177]

GUARANTEEING GREATER ACCOUNTABILITY FOR VIOLATIONS

Governments must ensure that effective judicial systems and redress mechanisms guarantee that perpetrators of attacks against education are not beyond the law. Armed forces must take major steps to enforce customary provisions of international humanitarian law that prohibit attacks against schools and civilians. Where such prohibitions have been breached, perpetrators belonging to the armed forces or armed groups must be duly prosecuted. Moreover, non-state armed actors can also take action by signing on to the 2010 Deed of Commitment for the Protection of Children from the Effects of Armed Conflict, "to avoid using for military purposes schools or premises primarily used by children".[178]

NATIONAL GOVERNMENT ACTION: ENDING THE USE OF SCHOOLS

Some countries have already started to take positive steps towards banning the military use of schools by their armed forces. Some governments have complete bans on the practice in their military codes of conduct.[179] In other cases, community-led initiatives backed by governments have led to successful removal of armed actors from school premises.

DECLARING SCHOOLS AS ZONES OF PEACE

Schools as Zones of Peace, an initiative to ensure children are able to access education in violence-free environments, was piloted in Nepal in 2001. It was developed to protect schools from the impact

of political disturbances and violence during the internal conflict that affected the country from 1996 to 2006. Creating 'Zones of Peace' has included the construction of boundary walls for schools as a physical protection from attack, the development of codes of conduct, and activities aimed at empowering local communities to enforce declarations making schools a zone of peace. This helped schools and local communities to take a stand and to turn away any individuals carrying weapons or those seeking to interfere politically.

In 2012, other countries, including Côte d'Ivoire, Liberia, Afghanistan and OPT, have learned from the Nepal experience and are currently piloting Schools as Zones of Peace, with support from the government of Norway.

Declaring schools as zones of peace ensures that political parties and armed actors are more likely to honour their commitments of ensuring education continues without interruption or interference. It can also contribute to peace-building efforts in post-conflict countries; and it ensures all actors respect their obligations.

GLOBAL ACTION: PROHIBITION THROUGH THE ADOPTION OF GLOBAL GUIDELINES

At the global level a concerted effort is needed to protect education institutions from use by armed forces and armed groups. The *Lucens Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict*[180] have been drawn up by legal, defence, military and education experts with the aim of reducing the use of schools and universities by parties to armed conflict in support of their military effort, and to minimise the negative impact that armed conflict has on students' safety and education. The guidelines are for those parties involved in the planning and execution of military operations.

RECOMMENDATIONS

We call on governments to:
- criminalise all attacks on education and ensure all attacks on education are impartially investigated, and those responsible are duly prosecuted – whether through civilian or military courts
- prohibit the use of schools and other education institutions by military, security or non-state armed actors through domestic legislation and military doctrine

- work with communities to adopt local measures and initiatives driven by communities and local authorities to safeguard schools as centres of learning – with the eventual adoption of Schools as Zones of Peace
- support the development and finalisation of the *Lucens Guidelines* on the non-use of educational institutions during armed conflict
- publically acknowledge that the use of explosive weapons in populated areas – and particularly in or near educational institutions – causes severe harm to civilians, including children, and to infrastructure
- work with the UN and civil society to review and strengthen national policies and practices, including monitoring and reporting mechanisms, and to develop stronger international standards that will protect education from attack
- encourage non-state armed groups in their territories to sign on to the 2010 Deed of Commitment for the Protection of Children from the Effects of Armed Conflict.

We call on the UN to:
- build capacity of governments and national civil society to monitor and report attacks on education
- ensure full support and resourcing (technical and financial) of country task-forces of the UN Monitoring and Reporting Mechanism to ensure enhanced monitoring and reporting of attacks on education, including occupation or use of schools by military or other armed actors
- ensure that UN treaty bodies responsible for human rights monitoring, as well as other mechanisms including Universal Periodic Review and various Special Procedures, give greater attention to monitoring and reporting attacks on education, in line with relevant international human rights law.

We call on the UN Security Council to:
- issue a Presidential Statement re-affirming its commitment to ending attacks on education, including calling for a ban on the use of schools or other educational institutions by armed groups or forces.

2 ENSURE ADEQUATE LEVELS OF HUMANITARIAN FUNDING TO RESTORE EDUCATION FAST IN COUNTRIES AFFECTED BY CONFLICT

The decline in humanitarian funding for education comes at a time when funds are needed more than ever. While reviewing their policies, humanitarian donors must be more inclusive of education as a life-saving, life-sustaining and protective sector. In the short term, humanitarian donors must consider education needs in their forthcoming pledges in countries that are currently considered humanitarian priorities – that includes those presented in this report, such as Syria, CAR and Mali.

In the medium term, humanitarian donors must contribute to increasing education humanitarian aid to reach a minimum of 4% of humanitarian funding – a key benchmark and commitment made in 2012 through the UN Secretary-General's Global Education First Initiative,[181] including through the Education Cannot Wait Call to Action,[182] in addition to other complementary global commitments.[183] This requires greater efforts to integrate education into their humanitarian policies – thus guaranteeing a permanent place for education in donor priorities.

RECOMMENDATIONS

We call on humanitarian donors to:

- allocate funding for education in conflict-affected situations in their own pledges and disbursements, and ensure their humanitarian and development policies are integrated in order to minimise the divide between humanitarian and development funding for education
- increase the levels of humanitarian aid to education, commensurate with the scale of needs, and progressively contribute to reaching a minimum of 4% of global humanitarian aid to education.

We call on humanitarian stakeholders to:

- promote greater efforts for the IASC Protection Cluster's Child Protection Working Group and the Education Cluster to collaborate more closely, to secure joint responses for the protection of education from attack.

PHOTO: SAVE THE CHILDREN

Zakia, 9, at a temporary learning centre in Peshawar district, Pakistan. She and her family had to leave their home as a result of conflict.

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[158] See note 54 p 81

[159] See note 4

[160] See note 5

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[164] See note 161

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[171] Calculation based on analysis on UNOCHA- FTS carried out on 4 July 2013 http://fts.unocha.org/reports/daily/ocha_R32sum_A1007___4_July_2013_(02_03).pdf last accessed 4 July 2013

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[174] See note 1

[175] Organization for Economic Cooperation and Development, *Ensuring Fragile States are Not Left Behind, 2013 Factsheet on resource flows and trends*, 2013

[176] In order: Afghanistan, DRC, Ethiopia, Haiti, Pakistan, OPT and Iraq. Organization for Economic Cooperation and Development (OECD), Ensuring Fragile States are Not Left Behind, 2013 Factsheet on resource flows and trends, 2013, see Figure 4.

[177] A range of other successful programmatic measures have been developed and successfully piloted by national and international actors to protect education from attack. For more information, please refer to the *Report from the Knowledge Roundtable on Programmatic Measures in Prevention, Intervention and Response to Attacks on Education*, November

8-11-2011, Global Coalition to Protect Education from Attack, http://www.protectingeducation.org/sites/default/files/documents/gcpea_report_0.pdf accessed 8 July 2013

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ATTACKS ON EDUCATION
The impact of conflict and grave violations on children's futures

In 2012 Malala Yousafzai was on a school bus when she was singled out by armed insurgents and shot in the head and neck. The reason? Malala had publicly stood up for the right of every girl in Pakistan to go to school.

On 12 July 2013 Malala turns 16. Her bravery has shone a light on the global education crisis. 57 million primary-age children are out of school. Half of them live in countries affected by conflict.

Conflict jeopardises children's chances of a good-quality education in many ways. This report looks at a comparatively ignored effect of conflict: attacks on education.

The number of recorded attacks on education – whether on students, teachers and other staff, or on school buildings – has increased in recent years, directly and indirectly affecting the education of millions of children.

The report examines the different types of attacks on schools, what motivates attacks and their impact on children. Country case studies are included, looking at attacks on education in Central African Republic, the Democratic Republic of Congo, Mali, occupied Palestinian territory and Israel, Pakistan and Syria.

Despite the impact of conflict on education, very low levels of humanitarian funding are provided for education. This prevents the education sector from responding swiftly to needs after periods of intense conflict – including responding to the effects of attacks on education and restoring schooling.

This report sets out how education can be better protected from attacks and how the international community can support ways of restoring education when it has been affected by conflict. It makes recommendations to governments, the UN, and humanitarian donors and agencies.

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