EVIDENCE INFORMED POLICY-MAKING

Nigeria Education in Emergencies Working Group

SCOPING STUDY FOR THE DEVELOPMENT OF THE NATIONAL POLICY ON SAFETY AND SECURITY IN SCHOOLS (NIGERIA)

PLAN INTERNATIONAL

Save the Children

STREET CHILD OF NIGERIA

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II. Abbreviation

CRA – Child Rights Act

DPO – Divisional Police Officer

DSA – Dean of Student Affairs

DSS – Division Safe School

EiE – Education in Emergencies

EiEWGN – Education in Emergency Working Group in Nigeria

FEC – Federal Executive Council

FGD – Focus Group Discussion

FME – Federal Ministry of Education

IDP¬¬- Internally Displaced Persons

MoE – Ministry of Education

PTA – Parents Teachers Association

SSCA – Safe Schools Common Approach

SCI –Save the Children International

SEMA – State Emergency Management Agency

SSD – Safe Schools Declaration

SUBEB – State Universal Basic Education Board

UBE – Universal Basic Education

UN – United Nations

UNESCO – United Nations Educational, Scientific and Cultural Organization

UNICEF – United Nations International Children's Emergency Fund

VSF – Victims Support Fund

WASH – Water, Sanitation and Hygiene

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1.0 Executive Summary

This is a summary of the findings from the report of the scoping study done in six locations in Nigeria by the EiEWGN with support from VSF, SCI and Street Child. The aim of the study was to gather data that will support the development of a national policy on safety and security of schools in Nigeria. The study was conducted in six states across the Geo-Political Zones in Nigeria, namely, Adamawa, Anambra, Benue, Cross River, Katsina and Osun States in Nigeria. The study visited over 350 stakeholders in and around schools across the six geo political zones.

This report details the contexts, methodology and the findings of the scoping study for safety and security in schools undertaken in the aforementioned states between October 2019 and January of 2020. The reports brought to the fore the peculiar security and safety challenges confronting the different regions of Nigeria and highlights recommendations that could be deployed to tackle some of the identified challenges for safer and hazards-free schools' environment in Nigeria.

The study benefited from SCI SSCA using an all-hazards approach to keep children safe in and around school from violence, natural and everyday hazards and conflict. The field research utilises questionnaires, key informant interviews and focus group discussions to gather the necessary information and data from identified and pre-selected stakeholders in the selected focal states.

Based on the data and information obtained from the field research, the following conclusions were reached

- First, Nigerian schools are mostly unsafe and insecure. Schools in every part of the federation are afflicted with one safety and security hazard or the other.
- Second, while there are commonalities in these afflictions, like absence of perimeter fencing, inadequate security facilities and arrangements as well as porous access, etc., the safety and security challenges faced by schools differ according to whether the schools are:
  a. Public or private
  b. Located in urban or rural areas
  c. Tertiary or non-tertiary institutions
  d. Located in conflict or non-conflict zones.
- Evidence suggests that private schools fare much better than public schools in making provisions for basic security and safety facilities. Schools in urban areas tend to also fare better and are less susceptible to security and safety hazards and challenges, unlike schools in rural areas.
- Tertiary institutions also fare much better in making provisions for basic security facilities and arrangements unlike non-tertiary institutions. Similarly, schools in non-conflict zones are safer and less susceptible to security hazards and challenges, unlike schools located in conflict zones which incidentally appear to be much better prepared for safety and security issues, as the evidence from Adamawa state have shown.

- Third, evidence from the field research also suggests that the irreducible minimum of safe and secure schools in Nigeria include:
  a. Perimeter fencing of the schools
  b. Provisions of adequate security personnel and other mechanisms
  c. Restriction of access to unauthorized persons
  d. Adequate lightening and monitoring of the school environment and
  e. Security education and training of learners, teachers and other stakeholders in the schools' communities, among others.
- Finally, the field research also reveals best practices in some of the focal states that the national policy and other states can learn from, viz:
  a. The Educational Guards (Edu Guards) initiative in Osun State which is widely acknowledged in the state to have gone a long way in enhancing the monitoring of the school's environment and drastically reducing the truancy of learners by keeping them in school during school hours.
  b. There are also the apprenticeship programmes in Adamawa State schools through which vocational skills are provided to pupils in addition to formal schooling system which helps to occupy the pupils and keep them in school.

RECOMMENDATIONS

Respondents interviewed offered various suggestions to surmount the various security and safety challenges facing schools across the states in Nigeria.

Suggestions offered include:

a. That government should adequately fund the school system
b. Staff and students should be regularly trained on security and safety, including the inclusion of safety and security subjects in the schools' curriculum review.
c. Comprehensive perimeter fence should be constructed and adequate security personnel engaged for, and in the schools. In addition, sensitisation on security awareness is key.
d. Male and female counsellors should be provided in the schools.
e. For easy identification, ID cards should be provided for students.
f. Construction of boreholes for adequate water supply, with WASH facilities constructed.
g. Police authorities should work towards introducing community policing in the country.
h. Minimum standard policy/document on safety and security for schools should be developed.
i. Panic alert system should be installed in the schools.
j. Scanners should be deployed in the schools, including security books/register which should be always be filled by visitors.

WAY FORWARD

a. Federal Ministry of Education should develop its own EiE strategy workplan, complete with safety criteria and protocols. It is recommended, also, that state governments should include EiE in their education sector plans. In addition, EiE should be allocated an annual budget at federal and state levels. These steps will greatly assist with emergency preparedness and response in the country.
b. Strengthen existing policy provision to make schools safer and ensure that the schools have in place adequate guidance and protocols to ensure that new infrastructures are maintained and are resilient to local hazards. Furthermore, school authorities and stakeholders should design a context-specific safety plan, with adequate capacity development to ensure preparedness and swift and effective responses (including training on First Aid and Disaster Risk Reduction).
c. Institutional commitment to safety and security of schools must be ensured; some of the commitments are grounded in the constitution and other established laws. Commitments must also be institutionalised to mitigate impact of conflict and attack on schools and prevent everyday hazards.
d. Support for established institution like SUBEB, SEMA etc
e. Educational Guards should be established, with adequate measures taken to address non- structural safety concerns. There should be zero tolerance to bullying and drugs. This should be enforced.
f. Safety and security clubs should be established in all schools, coupled with the adoption of an emergency plan. As part of safety and security, controlled access to school premises must be ensured, with school buildings and premises monitored and effective healthy behaviours promoted.

Background and Context

1.1About the Report

This is a report of a scoping study for the development of a National Policy on Safety and Security of Schools in Nigeria. The study proposes to contribute to the draft of national policies and measurable standards for school safety and security. The study's main objective is to assess the state of security and safety in schools and bring to fore lessons that can support the development of a comprehensive national policy that can contribute to ensuring security and safety of schools in Nigeria. The proposed policy is expected to provide measures to be undertaken by every educational institution to ensure the safety and security of the students, personnel, educational, environment and buildings. The study was conducted in six states across the geo-political zones in Nigeria, namely: Adamawa, Anambra, Benue, Cross River, Katsina and Osun States in Nigeria.

1.2 Study Approach

A participatory method which is both empowering and facilitative of ownership was employed in the design of the national scoping study. The study benefits from SCI Safe Schools Common Approach using an all-hazards approach to keep children safe in and around school from violence, natural and everyday hazards and conflict. For the purpose of this report, violence, conflict and everyday hazards mean:

a. **Violence:** Gender-based violence, physical and humiliating punishment, bullying, child abuse, neglect, exploitation, cyber bullying, peer-to-peer violence, corporal punishment etc
b. **Natural Hazards:** Flood, wind storm, drought, wild fire, extreme cold or heat etc
c. Conflict: Military use of schools, civil unrest, armed attack, unexploded ordinance, abduction, kidnaping, child recruitment
d. **Everyday Hazards:** Transportation, accident, power shortages, hazardous materials, structural fire, health hazards (epidemics, pandemics, malaria, malnutrition) and other hazards such as drowning, playground accidents, dangerous materials.

1.3 Methodology of Research

The field research utilises questionnaires, key informant interviews and focus group discussions to gather the necessary information and data from identified and pre-selected stakeholders in the selected focal states. For the purposes of the field research, six states covering Nigeria's six geo political zones were pre-selected in order to ensure national spread, as well as capture, as widely as possible, the peculiar safety and security challenges of each geo-political zone.

The selection of states was made thus:

S/N	STATE	GEO-POLITICALZONE
1	Adamawa	North-East
2	Katsina	North –West
3	Benue	North-Central
4.	Cross-Rivers	South-South
5.	Anambra	South-East
6.	Osun	South-West

The field research was conducted in five of the six states selected except Katsina state where the field research was aborted due to supervening challenges experienced by the field researchers; these challenges necessitated the cancellation of the field research in that state. Necessary field research data was generated in a participatory and interactive manner through questionnaires, key informant interviews and focus group discussions and interaction with stakeholders across the remaining five focal states.

1.4 Limitations

The field research was hampered by inadequate time. An average of 2 to 2½ days was allotted for the conduction of the field research in each state. It, however, took a minimum of 30 or 40 minutes to effectively interact with each of the respondents and more than 50 respondents were interviewed in most of the states. If this time-frame is added to travel and commuting time within the states, it will be discovered that the time allocated for the field research was grossly inadequate. In addition, on-going armed conflicts in some of the states also meant that some locations could not be accessed; therefore, the field research had to be abridged in some places which, in turn, affected the comprehensive coverage by the field researchers.

1.5 Rationale for the Study

In the last ten years, public schools along with other public places, have been at greater risk of external invasion as well as attacks on students or faculty because of the high traffic of potential assailants and availability of victims. Access to education in Nigeria is no doubt at risk. Statistics revealed that *'one in every five of the world's out-of-school children is in Nigeria'.*[1] *Specifically, reports indicate that about 10.5 million children aged 5 – 14 years are out of school; about 61 percent of children aged 6-11year old attend primary school regularly while only 35.6 percent of children between ages 36-59 months were able to access early childhood education in Nigeria*[2]*.*

In addition, reports suggest that access to education in the northern part of the country is even worse as a result of the impact of poverty and gender disparity. Less than half of the female population in those places, i.e. 47.7% and 47.3% females in north-east and north-west respectively, have access to primary education. [3]Furthermore, reports also indicates that as a result of the Boko Haram insurgency in Borno,

[1] UNICEF Nigeria 'The challenge: One in every five of the world's out-of-school children is in Nigeria' available at https://www.unicef.org/nigeria/education (accessed 16 September 2019).
[2] Ibid.
[3] Ibid.
[4] Ibid.

Adamawa and Yobe States, 2.8 million children are in need of education-in-emergencies support with 497 classrooms destroyed and another 1,392 damaged but repairable[4].

A major factor inhibiting access to education in Nigeria is insecure and unsafe school environment. While challenges to safety and security of schools and learners are not peculiar to Nigeria, available evidence suggests that peculiar natural and man-made factors are inhibiting access to education in Nigeria and impacting negatively on the safety and security of learners, teachers and school facilities. Insecure and unsafe school manifest in different ways across the country; some of the natural and man-made factors impacting negatively on safety and security of schools in Nigeria are as listed:

- Robbery, gender-based violence, physical and humiliating punishment, violent conflicts, gang violence and other violent crimes
- Fire, flood and other natural disasters
- (Cyber) Bullying, child abuse and neglect, exploitation, abductions/kidnappings and trafficking
- Drug addiction, abuse, recruitment of children as child soldiers, military use of schools and armed attacks on schools
- Civil unrest, power shortages, transportation and other accidents
- Unsafe school facilities and hazardous materials in school environments, etc.

All these impact safe and secure school systems in very significant ways as safety and security in schools go beyond physical and material safety to include environmental and psychological safety and security, among others. A national policy is therefore proposed to address and engage with many of these challenges with a view to reducing the frequency and incidence of their occurrences in Nigerian schools.

Safety and security has been defined as 'schools and school-related activities where students are safe from violence, bullying, harassment, and substance use.[5]' The terms have been further elaborated to entail 'ensuring that the school's physical spaces provide usable, well-maintained and safe facilities, which most importantly, prevent injuries and provide safety and security as well as limit the occurrence of unbecoming behaviours that negatively impact the psychosocial school spaces.[6]' Safety and security in schools therefore goes beyond the physical security and safety to encompass psychological and mental security and safety of teachers and learners.

The impact of unsafe and insecure schools on access to education is therefore wide and significant, and includes:

- Poor attendance
- School drop outs and incidences of school abandonments
- Course failure
- Physical and psychological harms to learners and teachers, etc.

The above impacts, if they continue, will unarguably exacerbate the problem of access to education in Nigeria.

[5] *National Centre on Safe Supportive Learning Environments 'Safety' available at https://safesupportivelearning.ed.gov/topic-research/safety (accessed 16 September 2019).*

[6] *M I Xaba 'A Holistic Approach to Safety and Security at Schools in South Africa' (2014) 5 Mediterranean Journal of Social Sciences 1580 at 1582.*

1.6 FORMS OF ATTACK ON SCHOOLS

Available studies and reports suggest that attacks on education in Nigeria can be classified into five different categories.

1. The first is attacks on education consequent upon the violent conflicts in various parts of Nigeria. The documented conflict in this regard is the Boko Haram conflict in North-East Nigeria.
2. The second is attacks/disruptions consequent upon internal displacement of the citizenry resulting from the violent conflicts and other reasons.
3. The third is the occupation of educational facilities by the armed forces in various theatres of military operations across the country.
4. The fourth is the attacks from organised criminal gangs who target schools, school children and teachers for kidnapping to extort ransom payments from the parents, school authorities and others.
5. The fifth is violent protests and cult-related violence in schools. Each of the dimensions is discussed seriatim below.

a. The Boko Haram insurgency in North-East Nigeria

It is no longer news that the Boko Haram group which was formed sometime in 2001 in Maiduguri, the Borno State capital, started its violent campaign against the Nigerian state in 2010 with the killing of four people in Dala Alemden ward in Maiduguri[7] Since then, the violent activities of the group, many of which were directed against western education has spiked beyond control. There have therefore been reports of burning and bombing of educational facilities by the group, killing and serial abduction of teachers and school children, and displacement of the students and teachers' population, among others[8]. The effects of the violent conflicts include destruction of much needed educational facilities, lootings, indefinite closures of the facilities not destroyed and relocated, drastic drop in attendance and enrolment of pupils, fear-induced withdrawals, rape, murder, loss of livelihood, fear of death and injury as a result of the unending violence, physical and psychological trauma of both teachers and students who oftentimes were forced to watch the killings of their friends and colleagues; internal displacement, among many others[9]. Evidence suggests that the female gender have been particularly affected by this violence[10].

b. Attacks/disruptions consequent upon internal displacement of the citizenry

The Internal Displacement Monitoring Centre in 2014 stated Nigeria as having 3,300,000 IDPs outlining root causes such as armed conflict, generalised violence and human rights violations. The 2018 report recorded Nigeria with a total number of 2,216,000 IDPs from conflict zones across the country (Internal Displacement Monitoring Centre, accessed on 12th March 2020). This number however excludes displacement from other causes other than conflict and violence. There is no gainsaying the fact that internal displacement affects education in significant ways. For instance, it disrupts the education of those displaced, makes them vulnerable to exploitation and other attacks and makes access to education in the place of displacement less likely. Reports confirmed that a very high proportion of IDPs in Nigeria have no access to education[11]

[7] *Patrick, 2013, p. 1*
[8] *Joda, 2015, p. 44*
[9] *Medugu, 2017, p. 14; Abdulrasheed et al, 2015, p.490; Patrick, 2013; Joda, 2015*
[10] *Human Rights Watch, 2016; Foluke & Hyacinth, 2017, p.114; Olugbenga & Ayooluwa, 2017, p. 33*
[11] *UNICEF, 2016; Human Rights Watch, 2016*

c. Occupation of educational facilities by the armed forces

Reports indicate that armed forces and police are granted permission by state governments to use schools as bases in theatres of operations in the North-East. Some of the reasons by armed forces include inadequate space in some theatres of military operation and the desire to protect vulnerable and isolated schools, among others. In most cases, security forces residing in schools disrupt pupils' education; e.g. the schools may be closed by the security forces for their operations. Also, the presence of soldiers in the schools attract the insurgents to attack and renders the schools more unsafe than before. In addition, the pupils and education personnel are not used to having armed personnel in a learning environment which thereby disrupts their daily routine. Lastly, there are military teachers in the North East who are providing education in IDP camp schools as an interim measure in hard-to-reach locations and in places where there are teacher shortages. This is viewed as their patriotic duty to ensure that education continues during the conflict all of which points to child (including female) protection and rights mechanisms that need strengthening within the security agencies structures given the Nigerian context.

d. Attacks from organised criminal gangs

Another significant attack against education in Nigeria is by organized criminal gangs who target schools perceived to be for children of the affluent. In the targeted schools, the criminal gangs kidnap students and teachers and demand millions of naira as ransoms from the parents and guardians and/or the schools of those kidnapped. Available reports indicate that persons kidnapped by criminal gangs for ransom are not released until after payment of hefty sums of money are made to the kidnappers[12] Attacks from criminal gangs make schools unsafe and render illusory, right-bearers enjoyment of the right to education.

e. Violent protests by students and cult related violence in schools

Violent protests and cult-related violence in Nigerian schools have a chequered history and have become one of the serious attacks against education in Nigeria. In a study by Ajibade documenting some of the more egregious protests and violence in Nigerian schools since 1960, the causes and disruptive effects of such attacks on education were made glaringly apparent in the outcomes of the crisis tabulated by the scholar[13] .Some of the implications of this kind of attacks are noted by Oludayo et al as follows:

a. Loss of life
b. Damage to properties
c. Expulsion of students and closure of affected schools, among others[14]

No doubt, the objectives of education cannot be realized in an environment of insecurity and disruptions engendered by violent student protests and cult related activities.
Having examined some of the dimensions of attacks on education in Nigeria above, we examine available framework for the protection of education from attacks in Nigeria below.

12 *Vanguard, April 30, 2016; Channels Television, April 30, 2018*
13 *Ajibade, 2013, pg. 56*
14 *Oludayo et al, 2014, pg. 359*

2.0 Legal and Policy Environment on Safety and Security in Schools

2.1. The Nigerian Constitution

The Constitution of the Federal Republic of Nigeria, 1999 as amended (the Nigerian Constitution)[15], guarantees safe and security of schools. Section 18 (1) read together with section 14 (2) (b) of the Nigerian Constitution forms the bedrock of security and safety in Nigerian schools.

Section 18 (1) obliges the government to:

a. 'Direct its policy towards ensuring that there are equal and adequate educational opportunities at all levels'; while section 14 (2) (b) provides that:
b. 'The security and welfare of the people shall be the primary purpose of government'.

Although regarded as not justiciable, these two constitutional provisions are the foundations upon which security and safety in Nigeria are resting.

2.2. The African Charter on Human and Peoples' Rights (Ratification and Enforcement) Act

The African Charter on Human and Peoples' Rights (Ratification and Enforcement) Act (the African Charter Act) is another legal norm relevant to safety and security of schools in Nigeria. A combined reading of sections 17 and 24 of the African Charter Act require the government to guarantee access to education in a safe and secure environment in Nigeria:

a. Section 17 provides that individuals shall have the right to education and that every individual is entitled to freely take part in the cultural life of his community.
b. Section 24 provides that 'all peoples shall have the right to a general satisfactory environment favourable to their development.'

The two provisions together undoubtedly require that the right to education be enjoyed in a favourable and conducive environment suitable to the development of both learners and teachers, as well as everybody else.

2.3. The Universal Basic Education Act 2004

The compulsory, free Universal Basic Education Act of 2004 (the UBE Act) makes wide ranging provisions for the enjoyment of the right to equal and adequate education which includes in a safe and protected environment thus:

a. The right to compulsory, free and universal basic education for every Nigerian child
b. The obligation to provide free and compulsory primary and junior secondary school education for every Nigerian child;[16]
c. The obligation of every parent or guardian to ensure their child or ward attends and completes primary and junior secondary school education;[17]
d. Penal sanctions for parent or guardian who omits or refuses to allow their wards to enjoy the right provided by the Act,[18] among others.

15 *The Nigerian Constitution, 1999, section 18 (1), section 14 (2)*
16 *Section 2 (1) of the UBE Act*
17 *Section 2 (2) of The UBE Act*
18 *Section 2 (4) of The UBE Act*

2.4. The Child Rights Act 2003

The Child Rights Act, 2003[19] is a domestication of the UN Convention on the Rights of the Child, 1990. Although The Act applies only in Abuja and in states that have domesticated it, it makes important contribution to the rights of children to safe and secure school environments.

a. Sections 2 and 15 (1) of The Act together require the education of children in safe and secure environment.
b. Section 2 (1) of The Act obliges the state to give to children protection and care necessary for their well-being, taking into account the duties and responsibilities of parents, guardians, institutions, agencies, etc.
c. Section 2 (2) provides that '[e]very person, institution, service, agency, organization and body responsible for the care or protection of children shall conform with the standards established by the appropriate authorities, particularly in the areas of safety, health, welfare, number and suitability of their staff and competent supervision.
d. Section 15 (1) guarantees to every child free, compulsory and universal basic education which is the responsibility of the Nigerian government to provide.
e. Section 16 of The Act is even more significant: it provides that every child in need of special protection has a right to such protection as is appropriate to the child's physical, social, economic, emotional and mental needs and under conditions which respects and fulfils the dignity, self-reliance and active participation of the child in the affairs of the community.
f. The section also obliges every person and authority who has the care or custody of a child in need of special protection to provide such child with assistance and facilities necessary for the education, training, rehabilitation, etc. in a manner conducive to the integration and individual development of the child.[20]
g. The Act also guarantees, with penal sanctions, the rights of a child against abduction;[21] forced or exploitative labour;[22] sexual abuse or exploitations[23] among others. This provision speaks directly to the conditions of vulnerable children and their education in conflict/violent environment and zones.

About 15 states in Nigeria have so far domesticated the CRA.[24]

2.5. The Safe Schools Initiative

The Safe Schools Initiative was launched in Nigeria in May 7, 2014, by the UN special envoy for global education, to help protect education in Nigeria following the abduction of the Chibok girls.[25] The initiative has three components, viz:

a. The transfer of vulnerable students in violence-affected communities to safe areas and boarding schools in states not affected by violence.
b. The initiation of safe school model in 10 schools in each of the 3 states affected by the Boko Haram insurgency; and
c. The provision of quality education to children affected by the conflicts who are living in Internally Displaced Persons (IDP) camps and host communities.[26]

19 *Act No. 25 of 2003*
20 *Section 16 (2) of the Child Rights Act*
21 *Section 27 of the Child Rights Act*
22 *Section 28 of the Child Rights Act*
23 *Section 32 of the Child Rights Act*
24 *The states are Abia, Anambra, Bayelsa, Eboniyi, Ekiti, Imo, Jigawa, Kwara, Lagos, Nassarawa, Ogun, Ondo, Plateau, Rivers, Taraba: see UNICEF 'INFORMATION SHEET: The Child's Rights Act' available at https://www.unicef.org/wcaro/WCARO_Nigeria_Factsheets_CRA.pdf (accessed 25 June 2019).*
25 *Human Rights Watch '"They set the classrooms on fire" Attacks on education in North East Nigeria' (2016) 72.*
26 *Ibid at 73*

Although the initiative is hampered by lack of funds and other logistical problems, the three components of the initiative form part of the framework and obligation of the Nigerian government for safe school in Nigeria.

2.6. The Safe Schools Declaration (SSD)

The SSD was developed through the leadership role of Norway and Argentina in consultation with other UN member states in Geneva in May 2015.
The SSD commits states endorsing it to seven action plans to ensure safe schools.[27]

a. Endorsement and implementation of the Guidelines for protecting schools and universities from military use during armed conflict.
b. Commitment to collect data of attacks and military use of educational facilities through monitoring and reporting mechanisms and giving assistance to victims without discrimination.
c. Commitment to investigate and prosecute violations of national and international safe school norms.
d. Commitment to develop and promote at the national level, 'conflict-sensitive' approaches to education in humanitarian and development programmes.
e. Commitment to ensure that education continues during armed conflicts and support reestablishment of educational facilities and facilitate appropriate international cooperation and assistance programmes to prevent and respond to attacks on education.
f. Commitment to support the UN Security Council and other relevant UN organs working in the area of children in armed conflict.
g. Commitment to meet other endorsing states and relevant international organisation on a regular basis to assess the implementation of the SSD and use of the Guidelines.[28]

The Honourable Minister of Education signed the Letter of Endorsement on March 8th 2018. This was followed by FEC approving on March 20th 2019 the memo for the Implementation of SSD Laws and Policies in Nigeria.[29] In December 2019, President Muhammadu Buhari signed the SSD Ratification Document signalling the country's commitment to ratify and uphold the principles of the SSD.

With the signing and ratification of the SSD, Nigeria has accepted the Guidelines for Protecting Schools and Universities from Military Use During Armed Conflict, a key feature of the
obligations of states subscribing to the SSD. The Guidelines is a six principles instrument which states are obliged to observe, respect and implement.

1. The first principle of the guidelines forbids the use of functioning educational facilities, which includes temporarily closed schools or those on vacation, for military purposes. Parties to armed conflicts are forbidden from coercing or inducing school administrators to vacate school premises.
2. The second principle forbids the use of abandoned or evacuated schools and universities for military purposes, except when there is no other alternative and mandates such use should be for the shortest possible time. Such educational facilities are also to be restored back to their civil character after the withdrawal of fighting forces.
3. The third principle provides that schools and universities are civilian objects at all times and are never

27. *'Safe School Declaration' available at https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/safe_schools_declaration.pdf (accessed on 20 November 2018)28*
28. *Same as above*
29. *Reliefweb 'Nigeria ratifies the Safe Schools Declaration' (21 March 2019) available at https://reliefweb.int/report/nigeria/nigeria-ratifies-safe-schools-declaration (accessed 16 September 2019)*

to be destroyed as a strategy to deprive armed rivals of their future use.

4. In the fourth principle, there is a provision that where educational facilities have become military targets as a result of their use by opposing armed groups, such facilities should still not be attacked until other alternative measures have been explored. And where such attacks become inevitable, it must not be done without first warning the rival party to cease its use of the facilities and such facilities are to be restored back to its civilian character as soon as possible.
5. The fifth principle enjoins fighting forces not to use their personnel to provide security to schools in vulnerable locations, but should rather opt for trained civilian personnel instead or explore the option of evacuating children, staff and students.
6. The sixth principle state that parties to armed conflict are to incorporate the guidelines into their military doctrines, manuals, operational guidelines, rules of engagements etc. as appropriate.

With the ratification of the SSD, Nigeria is bound to implement the five obligations of the SSD as well as comply with the six principles of the guidelines as outlined above.

2.7. The Implementation Guidelines for National Policy on Violence-Free Schools for Children in Nigeria.

The Implementation Guidelines for National Policy on Violence-Free Schools for Children in Nigeria (the Implementation Guidelines) was prepared by the Nigerian Federal Ministry of Education with the collaboration of UNICEF and UNESCO and adopted in March 2019 by the Ministry. The objective of the Implementation Guidelines is to ensure violence-free learning environments for Nigerian children. The Guidelines has five sections divided into 12 articles dealing with various themes or focus.

In the Implementation Guidelines, 'violence against children', in the interpretation section, is defined as referring to:

a. All forms of physical or mental violence, injury and abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse committed against children'

While 'violence against children in schools' is defined as referring to:

b. All forms of violence that take place within school setting and those inflicted on children of school-going age; acts of violence on children in schools and during school activities; acts of violence on children on their way from home to schools; and acts of violence on children on their way from schools back to their homes.

2.8.3 Section 1 of the Implementation Guidelines has five articles and deals with the introduction, objectives, purpose, guiding principles and institutional structure of the Guidelines.

Section 2 has one article and several sub-articles dealing with instructions on how to and the precedent forms for reporting and tracking cases of violence against children in schools, and provisions for supporting child victims of violence.

Section 3 of the Guidelines provides procedures for monitoring, evaluating, responding to and the composition and membership of the committee on violence against children in school.

Section 4 of the Guidelines provides for procedures for dealing with or handling signs of abuse and allegations of abuse against member of staff.

In Section 5, the governance structure of the guidelines, the identification and apportioning of roles for designated office holders and training of functionaries under the Implementation Guidelines is dealt with.

As can be seen from the above analysis, the Implementation Guidelines is focused on providing the procedures and guidelines to be followed in handling or engaging with the phenomenon of violence against children in schools as defined in the interpretation section of the Guidelines. Thus, the scope of the application of the Guidelines is rather narrow and restricted to only violence perpetrated against children in schools as narrowly defined in the Guidelines and does not deal with the many dimensions and variations of the safe and secure schools' components.

Just like the Implementation Guidelines also, other legal norms and policy initiatives examined are also either too narrow, too general or ad hoc to adequately deal or engage with the many dimensions and components of safe and secure schools' system. There is therefore need for a more robust and expansive policy guideline that will adequately cover the field through a well-crafted national policy on safety and security in schools as being proposed.

3.0 Scoping Study Report

3.1. Context of the Scoping Study

The proposed National Policy and the field research are built on three important and complementary pillars to ensure a comprehensive approach to safety and security in Nigerian schools.

The first pillar is to foster and promote Safe Learning Facilities across the federation, i.e. making learning facilities resilient to different types of hazards e.g. floods, fire, etc.

The second pillar is built on securing School Disaster Management mechanisms, i.e. making plans and commitments that address the needs identified in risk assessments.

The third pillar concerns itself with fostering Risk and Resilience Education system through ensuring early warning and building resilience practices into formal and informal education system.

Thus, the policy hopes to build resilience that can bridge the gap between development and humanitarian approaches, aiming to reduce the impacts of everyday hazards, risks, threats, disasters and plan for education continuity after crises.

Following from the above, there are many approaches to safety and security in schools. The Disaster Risk Reduction Approach (DRR approach) approaches safety and security of schools from the reduction of the risk of disaster point of view. This approach is based on the Yokohama Strategy for a Safer World via the Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action (Yokohama Strategy), which was adopted by the General Assembly in 1994.[30]

There is also the SSD approach which is centred on reducing the impact of armed conflicts on the access and enjoyment of the right to education. Finally, there is the SSCA which utilises an all-hazards approach to keep learners, teachers and school facilities safe from violence, natural disasters, conflicts etc., in the school environment. The SSCA is adopted in the policy and this field research to fashion appropriate responses to safety and security from threats and hazards.

3.2. Profiles and Situational Analysis of Education in the States

Profiles and situational analysis of safety and security in each of the states are presented below:

A. Benue State

i. Profile

Benue state is one of Nigeria's North central states. It shares its border with Cross River, Enugu and Ebonyi states in the south, Kogi State on the west and Nasarawa and Taraba states on its north-east border.[31] Benue State is inhabited by the Tiv and Idoma ethnic groups alongside smaller ethnic minorities in the state.[32] The people of Benue state are mainly farmers renowned for the cultivation of staple foods like yams, peanuts, cassavas, among others.[33]

Makurdi is the capital of Benue State which is the epicentre of the farmers and herders' conflicts which has been recurring in the state since 2012. As at January, 2018, about 1,300 people are reported to have been killed by the violence, while more than 300,000 have been displaced.[34] The above setting necessitated the choice of Benue State as one of the states selected for the field study in order to gather insights into peculiarities and dynamics of safety and security of schools in conflict and internal displacements settings evidenced in the state.

ii. Situation Analysis

Five schools in different local government areas of the state covering urban, semi-urban and rural areas of the state were visited, and about 50 respondents, including the Commissioner for Education in the state, Prof. Dennis Ityaviyar were interviewed. Also interviewed were principal officers of Benue State University, schools principals, head teachers and students, officials of the state ministry of education, representatives of schools' Parent Teachers Associations (PTA) and representatives of the National Association of Proprietors of Private Schools in the state were interviewed. A report of the responses and conclusions drawn from the field research under the different components of the field instruments is detailed below.

Information About Safety and Security of Schools

When asked about the most pressing security and safety needs of schools in the state, the respondents mentioned perimeter fencing, adequate security personnel and funding as some of the most pressing needs of schools in the state. Further questions enquiring about the major challenges to safety and security of schools in the state had respondents mentioning Fulani herdsmen attack, attacks on school facilities by miscreants, burglary and theft of school property, cultism and kidnappings as some of the challenges facing schools in the state.

Questions were asked of the respondents if school staff or students had security and safety trainings recently. All of the respondents except the proprietors of private schools answered in the negative. They were also asked if schools in the state have security teams or committees to which all of them responded in the negative. About 50% of the schools in the state have security guards at the entrance.

All the respondents also confirmed that there is no communication plan in place to enable school staff and administrators to contact one another quickly in cases of emergency. The implication of the responses under this heading is that schools in the state are ill-prepared for emergencies. This implicates the second

30. *International Strategy for disaster Reduction 'Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters' available at www.unisdr.org/wcdr*
31. *Encyclopaedia Britannica 'Benue- Nigeria' available at https://www.britannica.com/place/Benue (accessed 21 February 2020).*
32. *As above.*
33. *As above.*
34. *African Business 'Nigeria: Farmer-herder clashes take a heavy toll in Benue state' (20 November 2018) available at https://africanbusinessmagazine.com/region/west-africa/nigeria-farmer-herder-clashes-take-a-heavy-toll-in-benue-state/ (accessed 21 February 2020).*

component of the SSCA which focuses on the amelioration and prevention of safety and security hazards.

QUESTIONS ON COMMUNICATION, SAFETY AND SECURITY

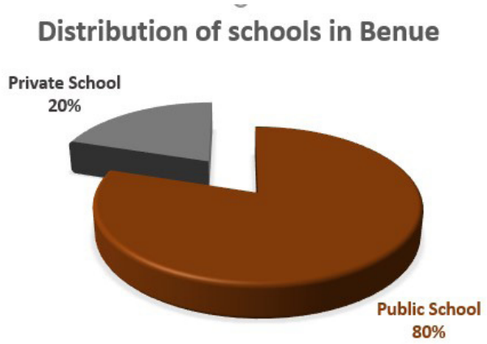

Figure 1

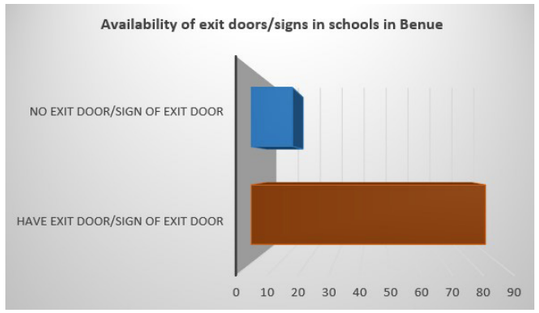

Figure 2

Safety and Security of Building

This component of the field instruments assessed the suitability and integrity of school building and environment. On the issue of overcrowded classrooms, most of the public schools are overcrowded with an average of between 45 and 50 students per class. This finding is confirmed by about 80% of respondents from the public schools. The private schools appear to fare much better in this respect with an average of 30 students or less per class.

Again, except for the private schools that ordinarily have multiple doors classrooms, about 85% of the public-school classrooms have neither exit doors nor signs depicting or pointing out entrance or exit doors. Most of the schools visited have no hostels.

'The Ministry of Education plans to begin a comprehensive security training for the staff; the current situation in Benue State necessitates the need for such intervention. We have had problems in our schools of recent: Kastina Ala College of Education, for instance, has suffered several invasions by bandits, cults and all manner of negative influence. Recently the Provost's son was kidnapped; we have suffered a lot of attack on lecturers. It is the right time to focus on safety and security and our government is committed to doing this' ***Commissioner for Education, Benue State***

The public schools visited have single doors hostels, i.e. no exit doors. About 90% of the schools visited have no designated parking lots. They all ordinarily use the assembly points as ad-hoc parking lots. This, of course, implicates the safety of the learners from vehicular accidents within the schools' premises.

Yet again, except for the private schools, none of the public schools visited have functioning fire extinguishers or skilled personnel who could use same. Sand buckets were also a rarity. None of the schools have muster points where staff and students can assemble in case of emergency.

Findings under this component of the field instruments showed that most of the schools building and environment are not fit for purpose. This implicates component 5 of the SSCA which focuses on safety and suitability of school facilities.

'Our schools are overcrowded and were designed long time ago without the consciousness of security. We enrol more students than the school capacities can contain; we only respond to the list sent to us from the Ministry of Education. We have no option than to keep them in class, so that they can have the education they desire'. ***School Vice Principal Academic.***

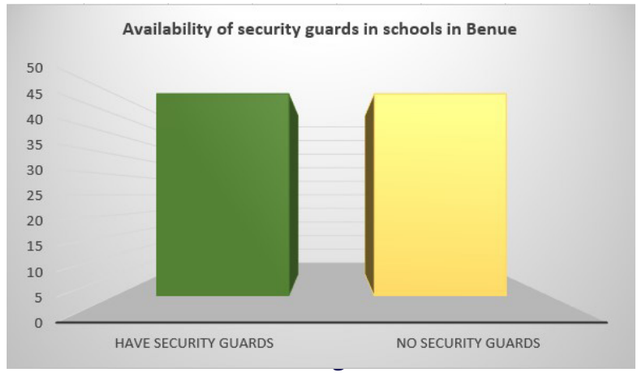

Figure 3

This part assessed the preparedness and capacity of the schools to prevent diseases and epidemics as well as cater for the health and well-being of staff and students. Respondents were asked whether counsellors are available to work with troubled students: about 85% of them answered in the negative.

Also:

a. About 85%, however, have boreholes from where they source their water. A total of 15% of the schools are not connected to pipe-borne water or have boreholes but get their water from other sources.
b. There are neither hand-washing points around school premises in 90% of schools in the state, nor are the school users trained on hand washing procedure.
c. About 95% of the schools have some kind of toilet facilities, with 5% of the schools having no toilet facilities. About 50% of these are the water closet system type, while the rest are of the pit-latrine type. Not all the water closet system toilets are, however, functioning.

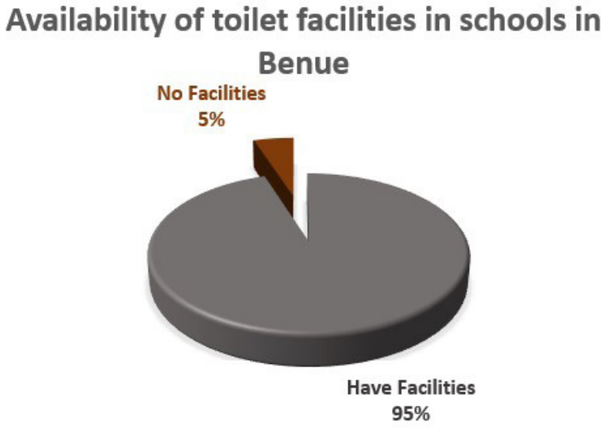

Figure 4

'Our school toilet is very bad; students rather do open defecation. There is no water to flush, and the school does not have borehole; we have to go and fetch water outside the school'
Student

d. All the toilet facilities are gender segregated but are inaccessible to those with special needs. They are also not well lit, with about 50% of them having tap water basins. Most of the toilets are close to the classrooms.
e. About 20% of the schools have functioning first aid boxes to cater for accidents and emergencies.
f. None of the schools have any known phone lines that can be called in cases of medical emergency.

The finding under this heading revealed that majority of the schools in the state lack facilities and the capacity to safeguard the health and wellbeing of the staff and students to prevent diseases and epidemics. This compromises the ability of the schools to effectuate component 4 of the SSCA which requires schools to reduce everyday health hazards.

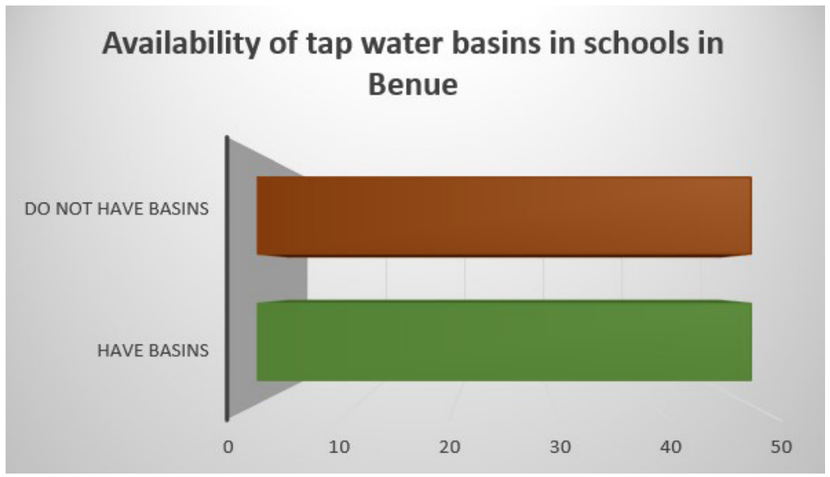

Figure 5

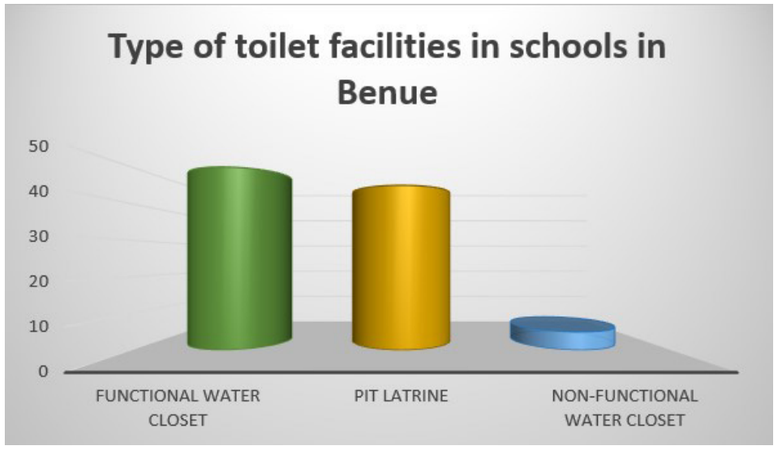

Figure 6

Emergency Preparedness and Responses
This part of the field instruments assessed the facilities, capacity and preparedness of schools for emergency prevention and responses. Questions relating to fencing of school premises were answered in the affirmative by 75% of the respondents. Only about 60% of the schools however have functioning perimeter fencing.

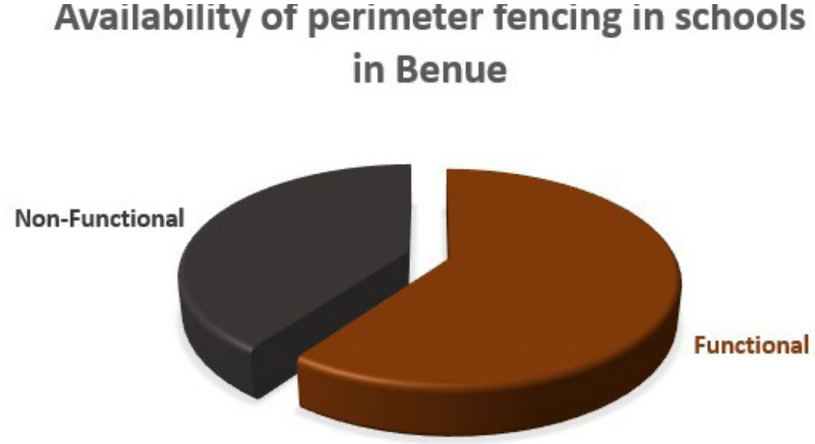

Figure 7

QUESTIONS RELATING TO FENCING OF SCHOOL PREMISES

a. All the schools with perimeter fencing have entrance gates. About 10% of the schools have exit gates. None of the schools visited have exit signs depicting the exit gates.

b. None of the schools visited have designated staff to be contacted in case of emergency. None of them have in place emergency telephone numbers to call in case of emergency. They also do not have any comprehensive security or emergency plan in place, so the question of updating them does not arise

c. When asked whether female learners in the schools are at special risk of insecurity, all the respondents answered in the negative, except respondents from the Benue State University who pointed to the risk of sexual harassment of female students by lecturers.

'The University is currently reviewing its code of conduct, school policy and the teachers' handout; we are drafting a section to effectively deal with reporting on sexual harassment that can make students ready to approach the school to provide information. Our institution is committed to safe learning environment.'
Dean Students Affair, Benue State University.

d. They, however, reported that they have not received any such reports. When asked whether mechanisms are in place to encourage safe reporting of potential acts of violence in the schools, all the respondents answered in the affirmative. When queried further what such mechanisms are, they mentioned the guidance counsellors in the schools or the class teachers where such guidance counsellors are not available.

e. No teacher in any of the schools has received training on violence prevention, classroom management or safety and security issues.

B. Osun State

i. Profile

Osun State was created out of the then Oyo State on August 27, 1991, with Osogbo as the capital.[35] It shares boundary with Ogun State in the South, Kwara State in the North, Oyo State in the West and Ekiti and Ondo states in the East.[36]

Osun State is composed mainly of the people of Yoruba ethnic extraction. The 2006 National Population Census puts the population of Osun State at approximately 3,423,535, many of whom are farmers.[37] It is on record that Osun State, from the first term of Mr. Rauf Aregbesola between 2010 and 2014, embarked on comprehensive reform of Osun State education system.
The schooling system was changed from the ones applicable in other states of the federation and classified into three categories viz:

a. Elementary Schools – Primary 1 – 3
b. Middle Schools - Primary 4 to JSS 3; and
c. High School – SSS 1 to SSS 3.

The change in the schooling system is supported by the building of hundreds of model schools to back and effectuate the reforms.[38] The reforms are reported to be bringing a silent revolution in Osun State education sector.[39] The reforms embarked upon by the Osun State government informed the choice of Osun State as one of the focal states in order to see what the state is doing and what lessons can be learnt from its initiatives and innovations.

ii. Situation analysis

Seven schools in different local government areas of the state covering urban, semi-urban and rural areas of the state were visited. There were 60 respondents which included the State Commissioner for Education, Mr. Bamisaiyemi. The Vice Chancellor of Osun State University, Prof. Labode Popoola, principal officers in the state's ministry of education, principals and head teachers, teachers, pupils and students of schools visited were also interviewed and interacted with.

Information About Safety and Security of Schools

When asked about the most pressing needs of schools in the state, the most pressing need that respondents mentioned were:

a. Perimeter fencing
b. Adequate security personnel and
c. Funding

As regards the biggest challenges to safety and security of schools in the state, respondents reported the following:

35 *Osun state government 'History' available at https://osun.gov.ng/about/history/ (accessed 23 February 2020).*
36 *As above.*
37 *As above.*
38 *Premium Times 'The silent revolution in Osun education sector, by Erasmus Ikhide' (21 February 2020) available at https://www.premiumtimesng.com/opinion/152321-silent-revolution-osun-education-sector-erasmus-ikhide.html (accessed 23 February 2020).*
39 *As above.*

a. Instances of Fulani herdsmen incursions into school premises, especially in the rural areas, including burglary and theft of school property
b. Long distances that pupils travel to get to school in rural areas
c. Vehicular accidents involving learners in urban schools adjoining major roads in the state
d. For whether school staff or students had security and safety trainings recently, all the respondents, except those from the state's university, answered in the negative.
e. When also asked whether schools in the state have security teams or committees, all the respondents responded in the negative. About 80% of the schools in the state have security guards at the entrance gates.
f. All the respondents also confirmed that there is no communication plan in place to enable school staff and administrators contact one another quickly in case of emergency.

The impact of the responses under this heading is that schools in the state are ill-prepared for emergency.

'Some of the students have to come to school after trekking very long distances and are in most cases exposed to hazard on their way to school. The school is also not safe: there are times when hoodlums invade schools and attack students and teachers'
KII with Directors, MoE

Osun State schools fare a little better with regards to security personnel at the entrance gates. However, the study revealed that what they have on ground is still a far cry from what is required to comply with the second component of the SSCA which focuses on the amelioration and prevention of safety and security hazards.

Safety and Security of Building

a. Respondents were asked about average numbers of students in the classes. Reports from the respondents indicate average numbers of 20 – 40 per class in the elementary schools and between 40 and 45 in the middle and high schools. Private schools visited in the state showed Osun State as being an exception in this regard, with an average number of 20 – 25 pupils per class.
b. Of the schools visited in the state, 80% of them have no functioning fire extinguishers or skilled personnel who could use same. Sand buckets were also a rarity.

c. Except for the older school buildings, all model schools in the state have multiple doors with well-ventilated classrooms. There are, however, no signs depicting entrance or exit doors.
d. Schools visited in the state have no hostels. They are day schools.
e. About 90% of the schools visited have no designated parking lots. They all ordinarily use the assembly points as ad-hoc parking lots. This implicates the safety of the learners from vehicular accidents within the schools' premises.

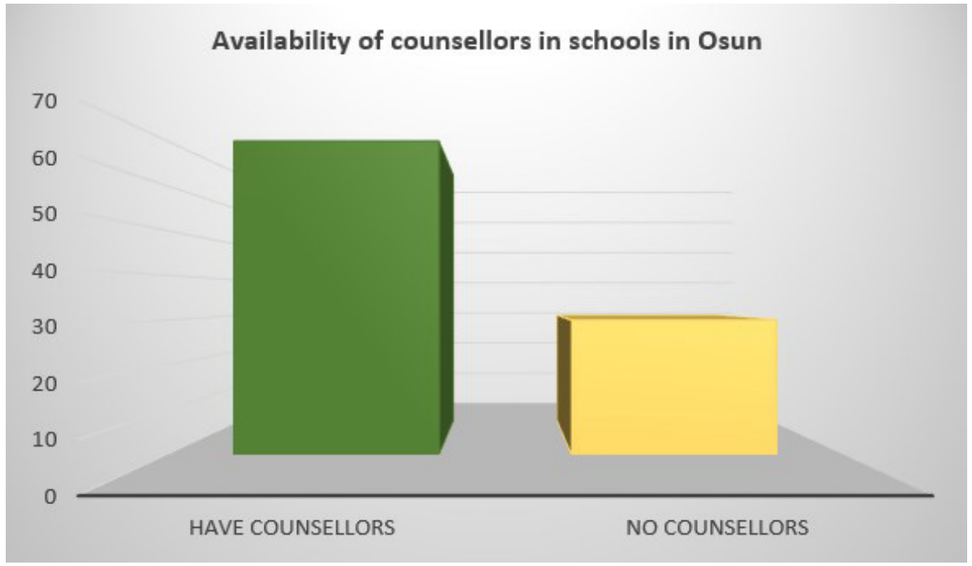

Figure 8

f. None of the schools in the state have designated muster points where staff and students can assemble in case of emergency.

Findings under this component of the field instruments showed the model schools in Osun state are well constructed; well ventilated and better suited for the learning environment.
The absence of fire extinguishers, sand buckets or skilled personnel who could use same however predisposes the schools to fire hazards. This implicates component 5 of the SSCA which focuses on safety and suitability of school facilities.

Health Practices

This part assessed the preparedness and capacity of the schools to prevent diseases and epidemics as well as cater for the health and well-being of staff and students.

a. In response to if counsellors are available to work with troubled students, about 70% of the respondents in the state answered in the affirmative (See Figure 18)
b. When asked about their sources of water, respondents in 70% of the schools reported their schools are connected to pipe borne water. All the schools in the rural areas are not connected to pipe borne water. They make use of either boreholes or other sources of water. Of the schools in the state, about 50% of them have hand washing points around the school premises where learners are trained on hand washing procedure.

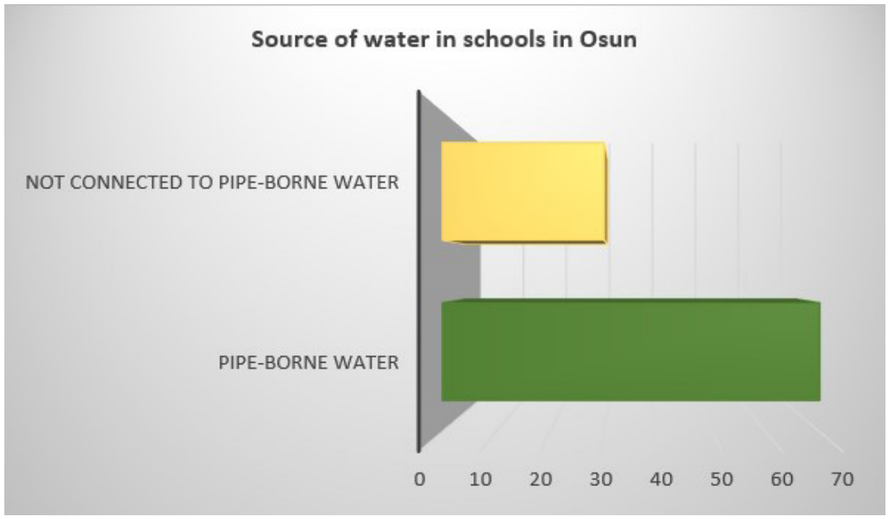

Figure 9

c. One school in the rural area of the state has no toilet facility at all. Staff and learners go into the bush to answer the call of nature. The toilets, where available, are often not well-lit, with none of the toilets being accessible to people with special needs. All of them are, however, gender compliant.
d. All toilets with water closet system have tap water basins, with most of them being close to the classrooms.
e. Only about 40% of the schools have functioning first aid boxes to cater for accidents and emergencies. None of the schools have known phone lines that can be called in cases of medical emergency.
f. About 95% of the schools have some kind of toilet facilities, while for water closet system type, records showed about 70%. The rest have the pit-latrine type.

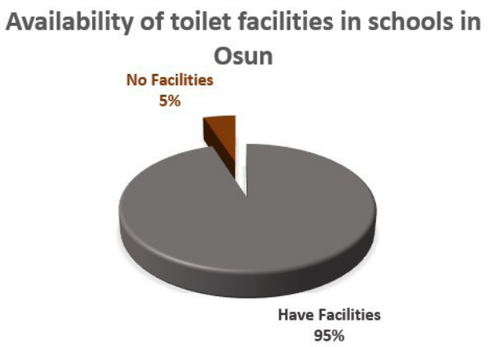

Figure 10

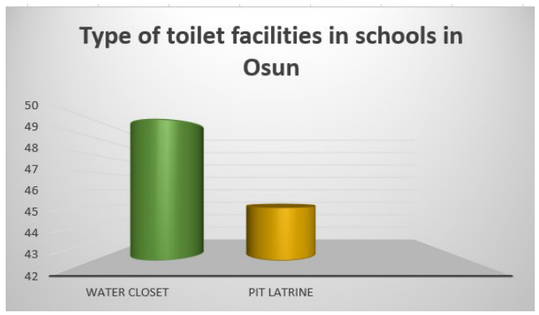

Figure 11

Again, the study revealed that Osun State model schools are faring better with regard to health practices. Although, not yet 100% equipped as responses above show, findings under this heading revealed that the model schools in the state have better facilities and the capacity to safeguard the health and wellbeing of the staff and students to prevent diseases and epidemics.

Emergency Preparedness and Responses

This part of the field instruments assessed the facilities, capacity and preparedness of schools for emergency prevention and responses.

a. With regard to perimeter fencing, about 85% of schools in Osun state are fenced. All the model schools have perimeter fencing. It is interesting to note that respondents from the state ministry of education revealed that despite better facilities in the model schools, many students in the state prefer the older school structures to the model schools because they complain that they will be caged-in in the model schools like prisoners. All the schools with perimeter fencing in the state have entrance gates. About 40% of these have exit gates. None of the schools visited have exit signs depicting the exit gates.

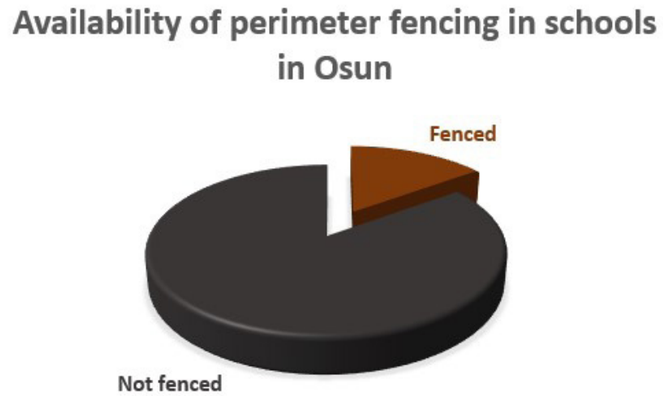

Figure 12

b. None of the schools visited have designated staff to be contacted in case of emergency, including the absence of any emergency telephone numbers to call in case of emergency.
c. All the schools visited have no comprehensive security plan in place. They also do not have emergency plans in place, so the question of updating them does not arise.
d. When asked whether female learners in the schools are at special risk of insecurity, almost all the respondents answered in the negative. However, respondents from one of the schools located in a mining community, stated that female learners in the school are vulnerable to sexual harassment and exploitation by miners in the community. Respondents from the Osun state university also pointed to the risk of sexual harassment of female students by lecturers. They however stated that they have not received any such reports to date.
e. When asked whether mechanisms are in place to encourage safe reporting of potential acts of violence in the schools, all the respondents answered in the affirmative. When queried further what such mechanisms are, they mentioned the guidance counsellors in the schools or the class teachers where such guidance counsellors are not available.
f. No teacher in any of the schools has received training on violence prevention, classroom management or safety and security issues.

Another innovation of Osun state education reform is the establishment of Education Guards (Edu Guards), who police truancy of students in the state. Respondents revealed that the Edu Guards have been instrumental in reducing truancy of students in the state to the barest minimum.

C. Anambra State

i. Profile

Anambra State is located in the east-central part of Nigeria. The state came into being in 1976, and was administratively reorganized in 1991 when Enugu State was carved out of the state by the regime of General Ibrahim Badamosi Babangida, on 27 August 1991.[40]

The state shares a border with Kogi State in the north, Enugu State on its eastern side, Abia State on its south-eastern side, Imo and Rivers states on its southern side, and Delta and Edo states on its western side.[41] It is mainly composed of people of the Igbo ethnic extraction. Economic activities in the state revolve around agriculture, mining, oil extraction, trading and others. Anambra State is one of Nigeria's educationally developed states. The state has many tertiary, secondary and primary school institutions. It has one of the highest primary and secondary schools' enrolments, as well as one of the highest numbers of JAMB candidates in the country.[42]

ii. Situation Analysis

Seven schools in different locations covering urban, semi-urban and rural areas of Anambra state were visited. About 65 respondents which include the state's Permanent Secretary for Education, Mr. Nwankwo Nwabueze, were interviewed. The state's Executive Secretary of SEMA, Prof Paul Odenigbo, the SUBEB chairman in the state, directors in the state's ministry of education, the registrar and CSO of one of the polytechnics, principals and head teachers, teachers, pupils and students of schools visited were also interviewed and interacted with.

Information About Safety and Security of Schools

When asked about the most pressing needs of schools in the state, 90% of the respondents mentioned:

a. Perimeter fencing, lack of security personnel and dilapidated school building and facilities.
b. In response to the biggest barriers to safety and security of schools in the state, the respondents mentioned:
c. Lack of funding
d. Herdsmen incursion and encroachment into school property by community members
e. Long distance commuting for school students and pupils in the rural areas, etc.
f. As regards whether school staff or students had security and safety trainings recently, all the respondents, including those from the state's polytechnic, answered in the negative. As per the establishment of security teams or committees in the schools, the response was in the negative by all the respondents. There is a telling absence of security personnel and guards in the schools visited.

[40] *Encyclopaedia Britannica 'Anambra state, Nigeria' available at https://www.britannica.com/place/Anambra (accessed 23 February 2020).*
[41] *As above.*
[42] *Anambra State Government 'Education' available at https://www.anambrastate.gov.ng/education (accessed 23 February 2020)*

g. All the respondents also confirmed that there is no communication plan in place to enable school staff and administrators to contact one another quickly in cases of emergency.

Findings under this heading indicate a serious gap in the facilities and preparedness of schools in Anambra State to provide safety and security for, and in the schools in the state. This implicates the second component of the SSCA which focuses on the amelioration and prevention of safety and security hazards.

Safety and Security of Building

a. When asked about the average numbers of students in the classrooms, 80% of the respondents reported average numbers of between 35 – 40 students per class.

b. With regard to questions about provision of exit doors in the classrooms, about 50% of the respondents indicate that their classrooms have exit doors. There are however no signs depicting entrance or exit doors.

c. About 90% of the schools visited have no designated parking lots. This implicates the safety of the learners from vehicular accidents within the schools' premises.

d. Schools visited in the state have no hostels. They are day schools.

e. Only 30% of the schools visited in the state have fire extinguishers but without skilled personnel who could use them in case of emergency. Sand buckets were also rare.

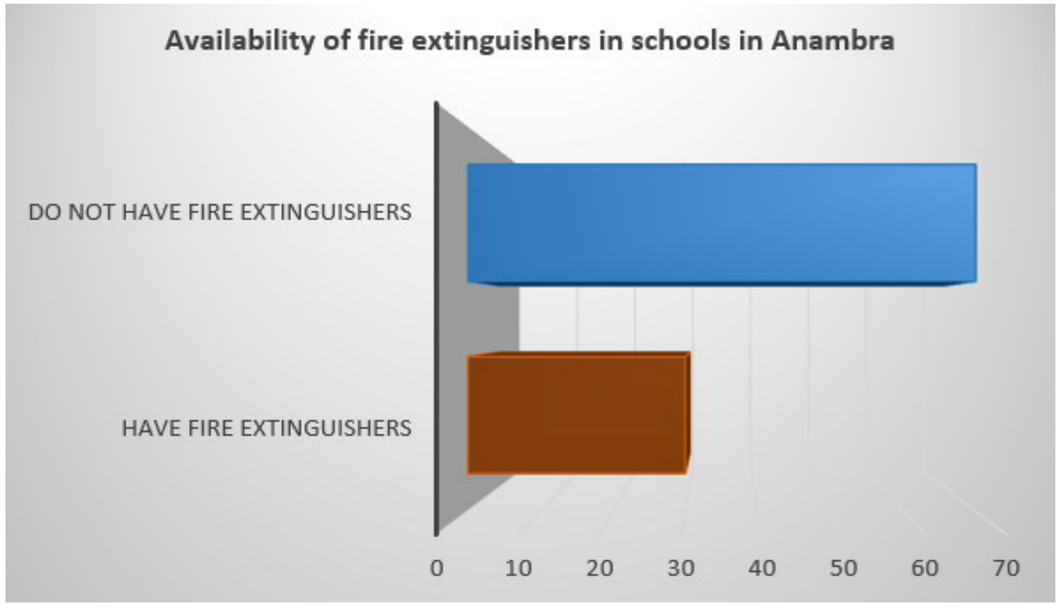

Figure 13

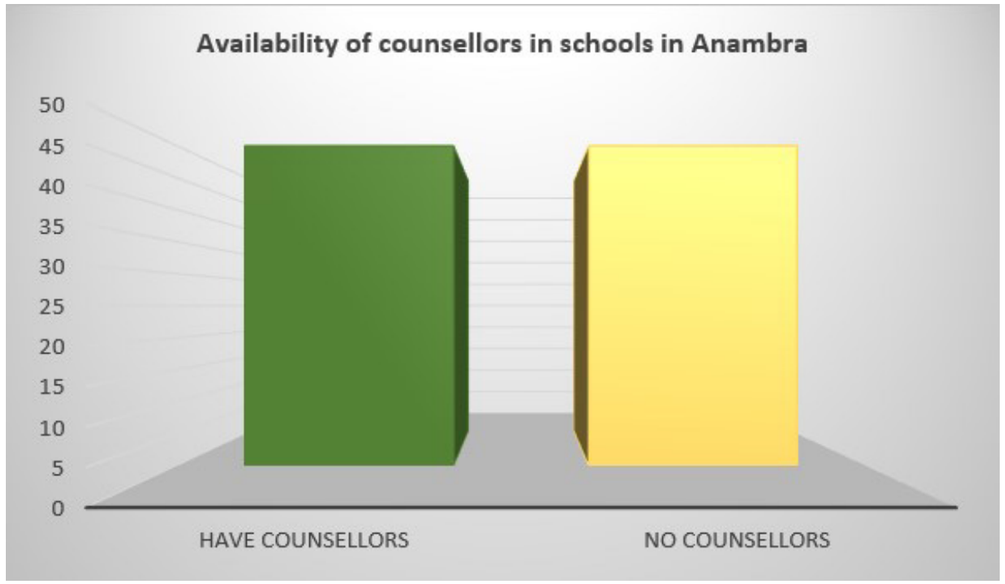

Figure 14

f. None of the schools in the state have designated muster points where staff and students can assemble in case of emergency.

Findings under this component of the field instruments showed that schools in Anambra state are not fit for purpose. They also need to do a lot more to pass the litmus test of component 5 of the SSCA which focuses on safety and suitability of school facilities.

Health Practices

This part of the field instruments assessed the preparedness and capacity of the schools to prevent diseases and epidemics as well as cater for the health and well-being of staff and students.

a. When asked whether counsellors are available to work with troubled students, only about 50% of the respondents in the state answered in the affirmative (See Figure 30)
b. When asked about their sources of water, responses indicate that only one of the private schools in the lot visited, have borehole. The other schools sourced their water either from nearby streams, water tankers or from charitable community members. In other words, 99% of the schools visited have no water source of their own.
c. Responses to question about the presence of hand washing procedures in the schools indicate that only about 30% of schools in the state have hand washing points around the school premises where learners are trained on hand washing procedure.
d. About 70% of the schools have some kind of toilet facilities. Of this 70%, only 30% is of the water closet system type, while the rest are of the pit-latrine type. Some of the schools located in rural areas of the state have no toilet facility at all. Staff and students go to the bush to relieve themselves. The toilets, where available, are often not well lit.

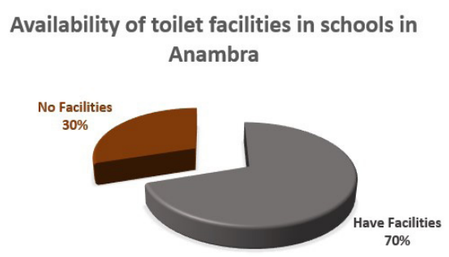

Figure 15

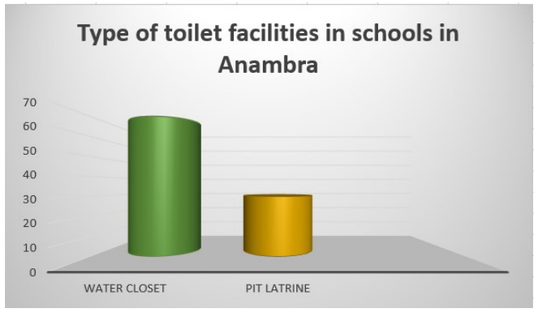

Figure 16

e. None of these toilets is also special-people compliant; however, all of them are gender compliant. All toilets with water closet systems have tap water basins, with most of them being close to the classrooms.
f. About 40% of the schools have first aid boxes, but without essential drugs in them. In event of emergency, none of the schools have any known phone line(s) that can be called.

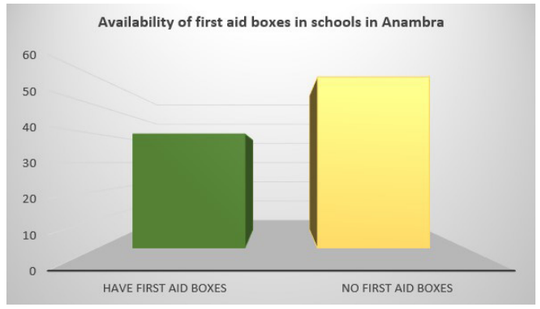

Figure 17

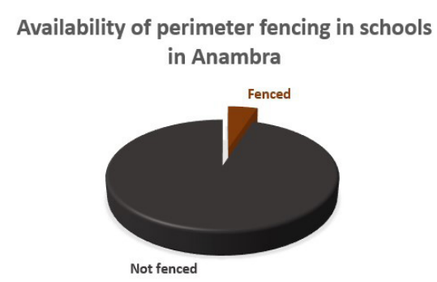

Figure 18

Responses from the field study revealed that Anambra state schools are seriously deficient in their health practices, and lack the facilities and the capacity to safeguard the health and wellbeing of the staff and students to prevent diseases and epidemics.

Emergency Preparedness and Responses

This part of the field instruments assessed the facilities, capacity and preparedness of schools for emergency prevention and responses.

a. With regard to perimeter fencing, about 95% of schools in Anambra state are without perimeter fencing (See Figure 36). Most of the schools are without entrance and exit gates because of the absence of fences. There are, therefore, no signs depicting entrance or exit gates.
b. None of the schools visited have any designated telephone number(s) or staff to be contacted in case of emergency. All the schools visited have no comprehensive security and emergency plans in place.
c. When asked whether female learners in the schools are at special risk of insecurity, the respondents mentioned child marriages and use of young girls as domestic helps as some of the safety challenges confronting female learners. Apart from the foregoing, respondents reported no special safety and security risks appertaining to female learners.
d. When asked whether mechanisms are in place to encourage safe reporting of potential acts of violence, all the respondents answered in the affirmative. When queried further what such mechanisms are, they mentioned the guidance counsellors in the schools or the class teachers, where such guidance counsellors are not available.
e. No teacher in any of the schools has received training on violence prevention, classroom management or safety and security issues.

D. Cross River State

i. Profile

Cross River State is located in the south-south part of Nigeria. The state came into being in 1976 and Akwa Ibom State, formerly part of Cross River State, was carved out Cross River State in 1987.[43]

Cross River State is bordered by Benue State on its northern side, Ebonyi on the western side, Akwa Ibom on the southwestern side and Cameroon on the southern side.[44] It is populated largely by Efik and Ekoi people who cultivate food crops like yam, maize, cocoyam and rice, among others.[45] The inhabitants also engage in deep sea fishing and shrimping, among other economic activities.[46]

Although Cross River State is not one of the states beset with violent conflicts currently raging in the country, the state is nonetheless faced with the challenges of internal displacements and refugee problems stemming from the influx of those fleeing the civil unrest in Cameroon. That is one of the contexts within which education is taking place in Cross River State and why it became necessary to assess vis-à-vis safety and security in schools.

ii. Situation Analysis

Several schools in different locations covering urban, semi-urban and rural areas of Cross River State were visited. About 50 respondents which include the state's Permanent Secretary for education were interviewed. The Vice Chancellor of the Cross-River State University of Technology, the state's SUBEB chairman, directors in the state's ministry of education, principals and head teachers, teachers, pupils and students of schools visited were also interviewed and interacted with.

Information About Safety and Security of Schools

a. In response to the most pressing needs of schools in the state, 90% of the respondents mentioned, perimeter fencing and lack of security personnel as well as requisite funding.
b. When asked about the biggest barriers to safety and security of schools in the state, the respondents mentioned flood, storms and other natural disaster.
c. As regards whether school staff or students had security and safety trainings recently, all the respondents answered in the negative.
d. The question regarding the establishment of security teams or committees in the schools was also answered in the negative by the respondents. Only about 20% of the schools have security personnel attached to them.
e. In responding to if there is any communication plan in place to enable school staff and administrators contact one another quickly in cases of emergency, 90% of the respondents stated that there is none.

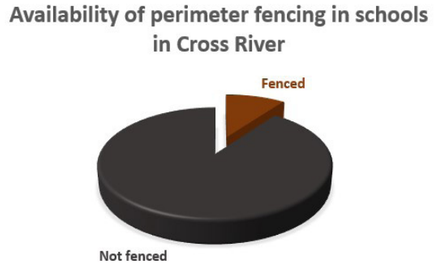

Figure 19

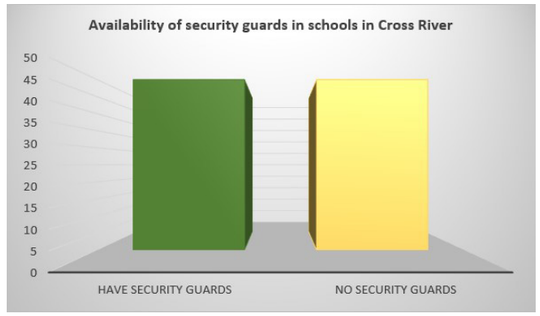

Figure 20

Findings under this heading indicate a serious gap in the facilities and preparedness of schools in Cross River State to provide safety and security in schools in the state. This implicates the second component of the SSCA which focuses on the amelioration and prevention of safety and security hazards.

'It appears there is no plan for the IDPs. The schools have been neglected; we don't even get a visit from SUBEB or the Ministry of Education. Unfortunately, the parents of the students are not in position to effectively support our predicaments because they are just coming out of conflict'
SEMA, IDP Camp

Safety and Security of Building

a. When asked about the average numbers of students in schools in the state, the respondents indicated average numbers of between 35 – 50 students per class.
b. With regard to questions about provision of exit doors in the classrooms, about 40% of the respondents indicated that their classrooms have multiple doors. There are, however, no signs depicting entrance or exit doors.

[43] *Encyclopaedia Britannica 'Cross River state, Nigeria' available at https://www.britannica.com/place/Cross-River-state-Nigeria (accessed 23 February 2020).*
[44] *As above.*
[45] *As above.*
[46] *As above*

c. Schools visited in the state have no hostels and no designated parking lots. They ordinarily use the assembly points as ad-hoc parking lots. This implicates the safety of the learners from vehicular accidents within the schools' premises.
d. Only about 20% of the schools visited in the state have fire extinguishers with no skilled personnel who could use them in case of emergency. Sand buckets were also rare.

Figure 21

e. None of the schools in the state have designated muster points where staff and students can assemble in case of emergency.

Findings under this component showed that most schools in Cross River State are not fit for purpose. A lot more need to be done by the government for the schools to pass the litmus test of component 5 of the SSCA which focuses on safety and suitability of school facilities

Health Practices

This part of the field instruments assessed the preparedness and capacity of the schools to prevent diseases and epidemics as well as cater for the health and well-being of staff and students.

a. When asked whether counsellors are available to work with troubled students, only about 40% of the respondents in the state answered in the affirmative.
b. When asked about their sources of water, responses indicate only one of the schools visited have

borehole. The other schools sourced their water either from nearby streams, water tankers or charitable community members; in other words, 99% of the schools visited have no water source of their own (See Figure 41)
c. Responses to the question about the presence of hand washing procedures in the schools indicate that only about 40% of schools in the state have hand washing points around the school premises where learners are trained on hand washing procedure.

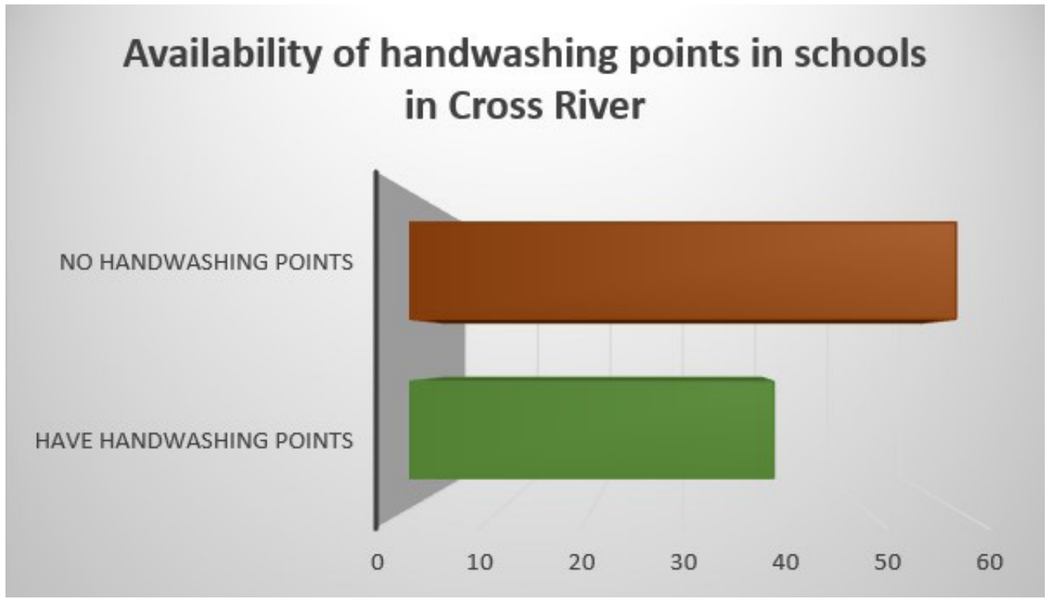

Figure 22

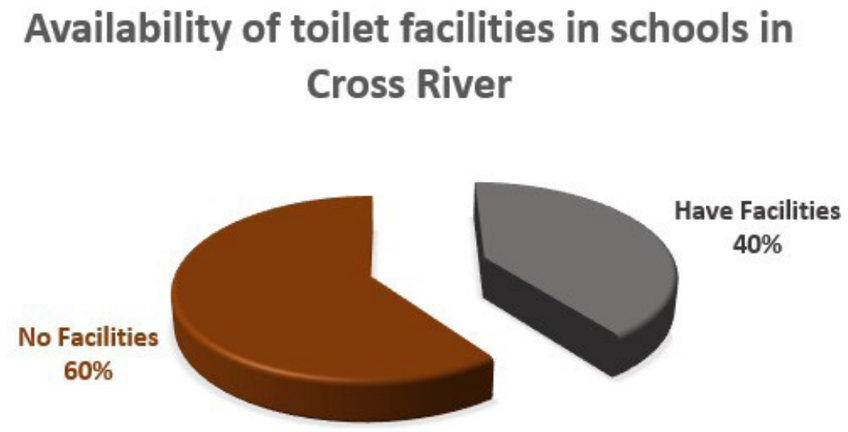

Figure 23

d. About 60% of the schools have some kind of toilet facilities which is mostly the pit-latrine type. Some of the schools located in rural areas of the state have no toilet facility at all. Staff and students go into the bush to answer the call of nature. Furthermore, the toilets, where available, are not well-lit, with none of them being accessible to people with special needs. Most of these toilets are close to the classrooms, but are not gender compliant.

'We feel forgotten; we have no toilets here. We have to go to the bush for defecation. We don't see our teachers until mid-day, and we also have only one teacher to teach all the courses. For example, I would have loved to be a science student, but no laboratory, no physics teachers, so what can I do than to retire to fate. Most importantly the school environment is not safe as we are open to attacks by hoodlums and the police station is far away'
SSS1 student

e. About 40% of the schools have first aid boxes, but without essential drugs in them.

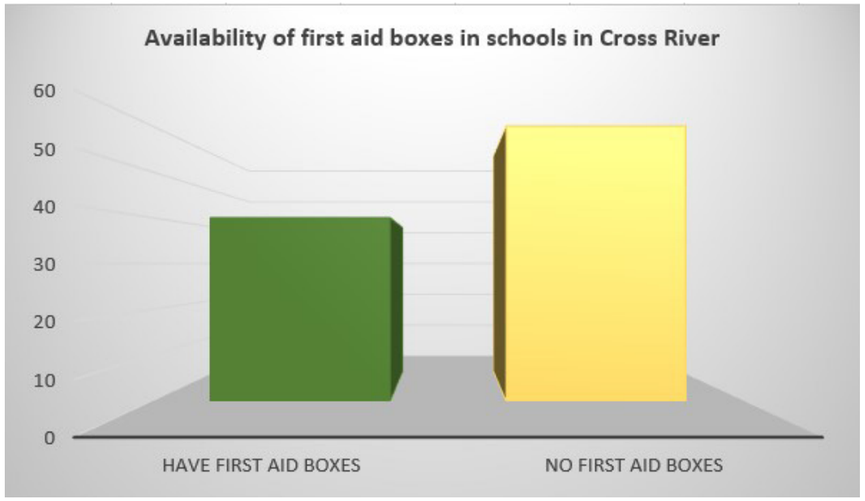

Figure 24

f. None of the schools have known phone line(s) that can be called in cases of medical emergency.

Responses from the field study revealed that Cross River State schools are lacking in their health practices and facilities to safeguard the health and wellbeing of the staff and students to prevent diseases and epidemics.

Emergency Preparedness and Responses

This part of the field instruments assessed the facilities, capacity and preparedness of schools for emergency prevention and responses.

a. With regards to perimeter fencing, about 95% of schools in Cross River State are without perimeter fencing (See Figure 45). Most of the schools are without entrance and exit gates because of the absence of fences. There are no signs depicting entrance or exit gates.
b. None of the schools visited have designated staff to be contacted in case of emergency. There are neither emergency plans in place nor are there any mechanisms in place to update any emergency plans. The same goes for comprehensive security plan: none in place.

c. No school visited in the state has emergency telephone number(s) to call in case of emergency.
d. When asked whether female learners in the schools are at special risk of insecurity, the respondents mentioned sexual harassment by other students and by teachers. Cases of male students impregnating female students were reported. When asked whether mechanisms are in place to encourage safe reporting of potential acts of violence, female students' respondents answered in the negative. They stated that they are often afraid to report to the teachers when they are harassed because the teachers are often not helpful.
e. No teacher in any of the schools has received training on violence prevention, classroom management or safety and security issues.

'There is a need for schools to collaborate with the Parents Teachers Association on the safety and security of their children. Yes, there are responsibilities for the school, but the PTA also has complimentary role to play, the school cannot do it alone.'
Director, Ministry of Education, Cross River State

E. Adamawa state

i. Profile

Adamawa State is located in north-eastern Nigeria with its capital as Yola. It was created from the former Gongola State in 1991, which was split in two, producing Adamawa and Taraba states. Adamawa is a state in north-eastern Nigeria, with its capital at Yola. In 1991, when Taraba State was carved out from Gongola State, the geographical entity, Gongola State, was renamed Adamawa State, with four administrative divisions: Adamawa, Michika, Ganye, Mubi and Numan[47]

Borno and Gombe states are at the northwest border of Adamawa State, Taraba on the southwest and Cameroon on the southeast.[48] Adamawa state is inhabited by the Fulanis, the dominant ethnic group in state, the Junkun, the Wurkum, and the Bata people, among others.[49] Economic activities of the state's inhabitants revolve around farming, cattle herding and fishing, among others[50]

Adamawa State is one of the three states in northeast Nigeria hardest hit by the Boko Haram insurgency. The state is also one of the five states afflicted by the herders' and farmers' deadly violence.[51] The combined deadly conflicts have killed hundreds of people and displaced thousands more in the state. This is the context within which education is currently taking place in the state, and also one of the factors that occasioned the inclusion of the state as one of the six to host the scoping study.

'A social scenario has been placed on people which has led to the new trend in the crises being experienced in the school environment; more girls are now out of school. School students are on the street hawking. There is increase in prostitution, many young women feel schools are no longer safe, there is fear of a replication of attack on schools'
Senior Official in the Ministry of Education, Adamawa State.

ii. Situation Analysis

Several schools in different locations in Adamawa State were visited. About 40 respondents which include the state's Deputy Permanent Secretary for Education were interviewed. Directors of the state's Ministry of Education, officials of the state's State Emergency Management Agency (SEMA), Executive Secretary of the state's Universal Basic Education Board (SUBEB), the Divisional Police Officer of Wuro Hausa Police Station, Yola South, principals, head teachers, teachers and students of the schools visited in the state were also interviewed.

Information about Safety and Security of Schools

a. When asked about the most pressing needs of schools in the state, the respondents referred to inadequate classrooms, inadequate potable water sources, inadequate toilet and medical facilities, inadequate security personnel and funding as some of the pressing needs of schools in the state.
b. As regards the biggest barriers to safety and security of schools in the state, respondents, among other things, mentioned Boko Haram attacks, internal displacements, the Shila-boys who go about terrorizing staff and students in the state, kidnappings and abductions, high rate of drop-outs from schools as a result of the insurgency and violence.
c. When asked whether school staff or students had security and safety trainings recently, 80% of respondents answered in the affirmative. For instance, respondents from one of the schools in Jimeta mentioned that officials of SUBEB in the state trained them on safety and security early in 2019, while respondents from another school in Yola reported that a petroleum company trained staff and students of the school on safety and security early in 2019 and that NDLEA officials were also invited at a time to have an interactive/brainstorming session with students on the effects of drug abuse.
d. Concerning the establishment of security teams or committees in the schools, 50% responded in the affirmative.
e. About 70% of the schools in the state have security personnel

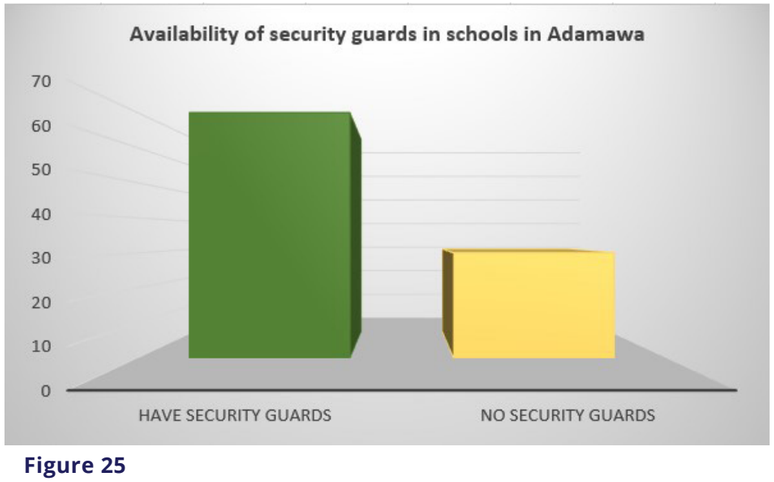

Figure 25

f. About 30% of respondents in the state reported that there is no communication plan in place to enable school staff and administrators contact one another quickly in cases of emergency.

Findings under this indicate that perhaps, because of the raging violence and insecurity in Adamawa State, schools in the state appeared better prepared for the security and safety of staff and students in the state consistent with the second component of the SSCA which focuses on the amelioration and prevention of safety and security hazards.

'The effect of the conflict on schools was both structural and social, therefore the response has to be inclusive to address the impact adequately'
Ministry of Education Director

Safety and Security of Building

a. When asked about the average numbers of students in the classrooms, respondents indicated average numbers of 50 students per class.
b. With regard to questions about provision of exit doors in the classrooms, 60% of the respondents indicate that their classrooms have exit doors. There are, however, no signs depicting entrance or exit doors (See Figure 48)

47 *Encyclopaedia Britannica 'Adamawa state, Nigeria' available at https://www.britannica.com/place/Adamawa-state-Nigeria (accessed 25 February 2020).*
48 *As above.*
49 *As above.*
50 *As above.*
51 *Pulse Ng 'Nigeria loses 1,300 lives to herders-farmers conflict in 7 months – group' (27 July 2018) available at https://www.pulse.ng/news/local/nigeria-loses-1-300-lives-to-herders-farmers-conflict-in-2018-id8666167.html (accessed on 22 February 2020).*

c. Schools visited in the state have no hostels. They are day schools.
d. As regards designated parking lots, 60% of respondents in the state also reported that their schools have designated

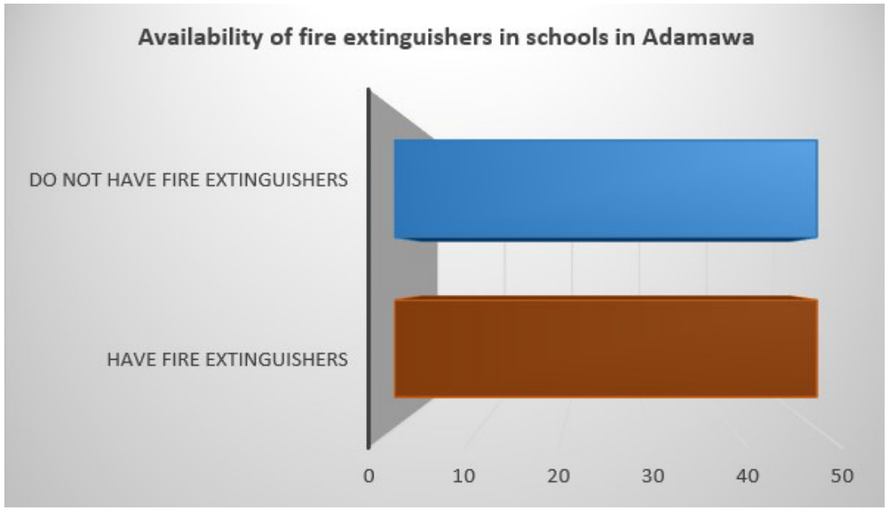

Figure 26

e. Respondents reported that about 50% of the schools in the state have fire extinguishers. There are also some skilled personnel who could use them in case of emergency. Sand buckets were however not common.
f. Many of the schools in the state have no designated muster points where staff and students can assemble in case of emergency. Although a lot still needs to be done by the government to make building and facilities of schools safe and secure in Adamawa State, findings under this component reveal that Adamawa State schools have a better grasp of the importance of having fit-for-purpose school buildings and facilities consistent with component 5 of the SSCA which focuses on safety and suitability of school facilities.

Health Practices

This part of the field instruments assessed the preparedness and capacity of the schools to prevent diseases and epidemics as well as cater for the health and well-being of staff and students.

a. When asked whether counsellors are available to work with troubled students, about 70% of respondents in Adamawa State answered in the affirmative.

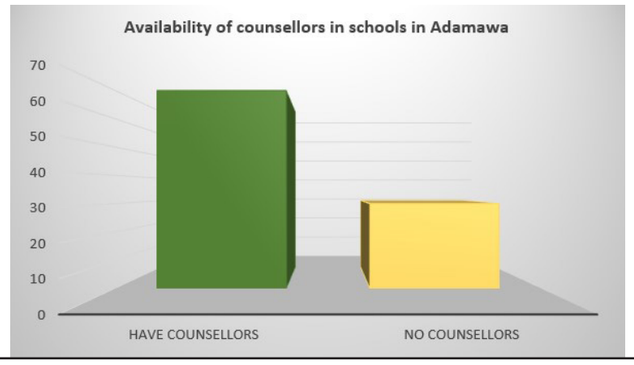

Figure 27

b. Most of the schools in the state are not connected to pipe-borne water sources. A total of 80% of respondents in the state reported that their schools have boreholes as their sources of water. Other schools in the state sourced their water from elsewhere.

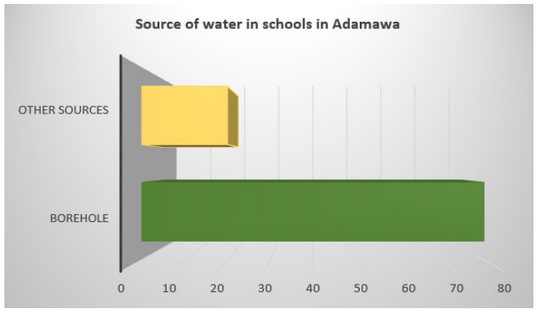

Figure 28

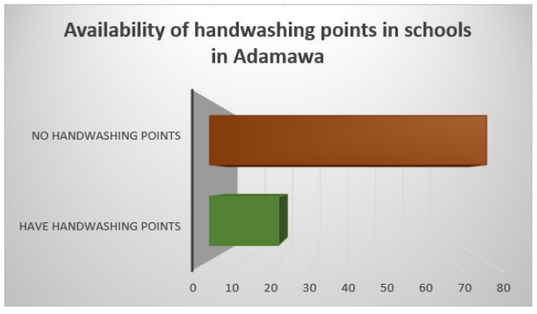

Figure 29

c. Responses to question about the presence of hand washing procedures in the schools indicate that only about 20% of schools in the state have hand washing points around the school premises where learners are trained on hand washing procedure.
d. About 80% of schools in the state have some kind of toilet facilities which is mostly the pit-latrine type. Some of the schools located in rural areas of the state have no toilet facility at all. Staff and students go into the bush to answer the call of nature. The toilets, where available, are not well-lit.

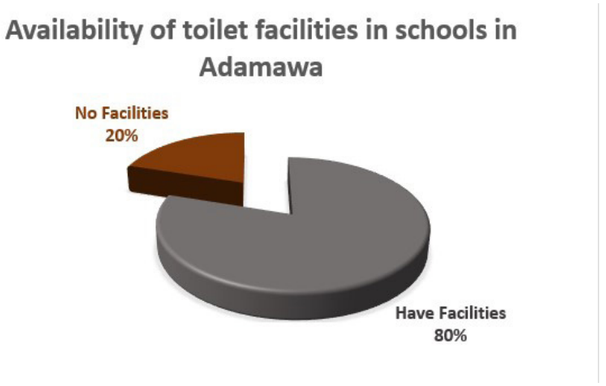

Figure 30

e. None of the toilets is accessible to people with special needs; however, most of them are gender compliant and are close to the classrooms.
f. About 60% of the schools have first aid boxes with essential drugs in them.

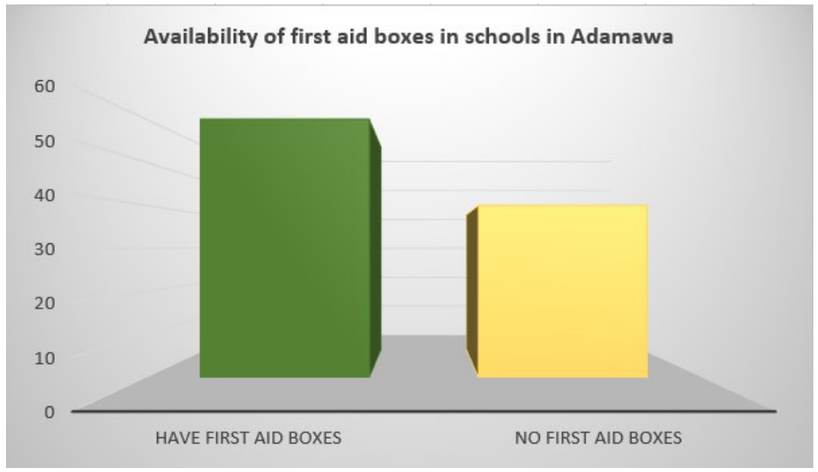

Figure 31

Responses from the field study revealed that a lot needs to be done in schools in Adamawa State in order to measure up to standard health practices that will safeguard the health and wellbeing of staff and students and prevent diseases and epidemics.

Emergency Preparedness and Responses

This part of the field instruments assessed the facilities, capacity and preparedness of schools for emergency prevention and responses.

a. With regard to perimeter fencing, about 60% of schools in Adamawa State have perimeter fencing and only those schools with fences have entrance gates. Majority of the schools have no exit gates and there are no signs depicting entrance or exit gates.

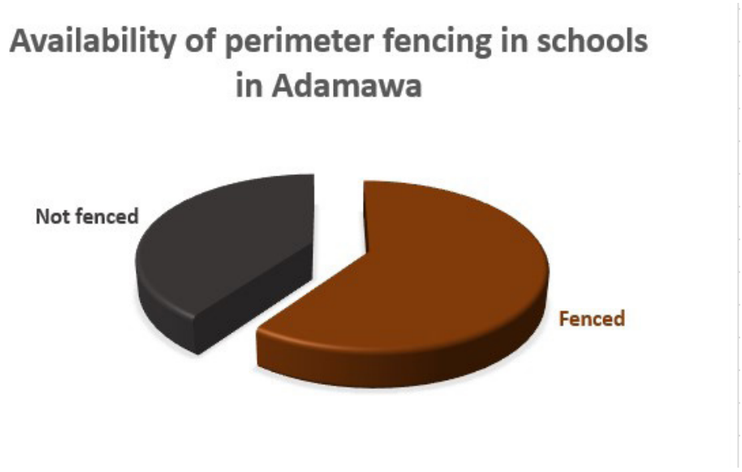

Figure 32

b. While most of the schools have no known phone line(s) that can be called in cases of medical emergency, none of the schools visited have designated staff to be contacted in case of emergency.
c. Reports from the respondents indicate that about 70% of schools in the state necessarily have some security plans in place in case of emergency, which are updated as situation demands.
d. When asked whether female learners in the schools are at special risk of insecurity, the respondents reported that due to the high rate of out-of-school children and internal displacements, out of school children, especially the girls, go into prostitution and hawking. As a result, dubious people do take advantage of the vulnerable children, by sexually exploiting and abusing them.
e. When asked whether mechanisms are in place to encourage safe reporting of potential acts of violence in the schools, the respondents replied in the affirmative. When asked further what such mechanisms are, they mentioned the school's guidance counsellors and class teachers.
f. Some of the teachers in the schools are also reported to have received training on violence prevention, classroom management or safety and security issues.

4.0 Summary of Key Findings

Based on the data and information obtained from the field research, the following conclusions were reached:

a. First, Nigerian schools are mostly unsafe and insecure. Schools in every part of the federation are afflicted with one safety and security hazard or the other.
b. Second, while there are commonalities in these afflictions, like absence of perimeter fencing,inadequate security facilities and arrangements as well as porous access, etc, the safety and security challenges faced by schools differ according to whether the schools are public or private, located in urban or rural areas, are tertiary or non-tertiary institutions or are located in conflict or non-conflict zones.

Evidence suggests that private schools fare much better than public schools in making provisions for basic security and safety facilities. Schools in urban areas tend also to fare better and are less susceptible to security and safety hazards and challenges unlike schools in rural areas.

Tertiary institutions also fare much better in making provisions for basic security facilities and arrangements unlike non-tertiary institutions. Schools in non-conflict zones are safer and less susceptible to security hazards and challenges, unlike schools located in conflict zones which incidentally appear to be much better prepared for safety and security issues as the evidence from Adamawa State have shown.

c. Third, evidence from the field research also suggests that the irreducible minimum of safe and secure schools in Nigeria includes perimeter fencing of the schools, provisions of adequate security personnel and other mechanisms, restriction of access to unauthorized persons, adequate lighting and monitoring of the school environment; security education and training of learners, teachers and other stakeholders in the schools' communities, among others.
d. Finally, the field research also reveals best practices in some of the focal states that the national policy and other states can learn from. There is the Educational Guards (Edu Guards) initiative in Osun State, which is widely acknowledged in the state to have gone a long way in enhancing the monitoring of the school environment and drastically reducing the truancy of learners. There are also the apprenticeship programmes in Adamawa State schools through which vocational skills are provided to pupils in addition to formal schooling system which helps to occupy the pupils and keep them in school.

5.0 Recommendation

Respondents interviewed offered various suggestions to surmount the myriad of security and safety challenges facing schools across the states in Nigeria. Suggestions offered include:

a. That the government should adequately fund the school system.
b. Regular security and safety training for staff and students, coupled with sensitisation on security awareness.in addition, a minimum standard policy/document for schools should be developed. Particularly important is a curriculum review to include safety and security subjects in the schools' curriculum.
c. Comprehensive perimeter fencing and provisions of adequate security personnel in the schools. Also, security books/registers should always be filled out by visitors. To further enhance security, police authorities should work towards introducing community policing in the country.
d. Provision of male and female counsellors in the schools.
e. Provision of ID cards for students for easy identification, with panic alert and scanners installed and deployed in all schools
f. Construction of boreholes for adequate water supply, with construction of WASH facilities.

6.0 Conclusion

This report details the contexts, methodology and the findings of the scoping study for safety and security in schools undertaken in Benue, Anambra, Osun, Cross River, Adamawa and Katsina states between October 2019 and January of 2020.

The reports brought to fore the peculiar security and safety challenges confronting the different regions of Nigeria and highlights recommendations that could be deployed to tackle some of the identified challenges for safer and hazards free schools' environment in Nigeria.

WAY FORWARD

1. Federal Ministry of Education should develop its own EiE strategy workplan. The state governments are also to include EiE in their education sector plans. In addition, EiE should be allocated an annual budget at federal and state levels. These steps will greatly assist with emergency preparedness and response in the country.
2. Strengthening existing policy provision to make schools safer. E.g. Establishing, enforcing and maintaining zero tolerance for bulling and drugs; promoting and enforcing healthy behaviour.
3. Ensuring that the schools have in place adequate guidance and protocols to ensure that new infrastructure are maintained and resilient to local hazards.
4. School authorities and stakeholders should design a context-specific safety plan
5. Ensure institutional commitment to safety and security of schools; some of the commitments are grounded in the constitutions and other established laws. These commitments should be institutionalised to mitigate impact of conflict and attack on schools and prevent everyday hazards
6. Capacity development in preparedness and responses for both teachers and learners, viz, First Aid, DDR, etc.
7. Support for establish institution like SUBEB, SEMA etc
8. Ministry of Education should establish safety criteria and protocols, while all schools should adopt emergency plans and take measures to address non-structural safety concerns
9. Establishment of Education Guards and safety and security clubs in schools
10. Ensure controlled access to, and monitoring of school building and premises

7.0 Field Instruments

APPENDIX A

QUESTIONAIRE ON THE ASSESSMENT OF SECURITY AND SAFETY IN SCHOOLS

SCHOOL INFORMATION

NAME OF SCHOOL_____

SCHOOL DISTRICT_____

LOCAL GOVERNMENT AREA_____

STATE_____

TOTAL POPULATION OF STUDENTS IN SCHOOL_____

SAFETY AND SECURITY ASSESSMENT

PURPOSE OF THE ASSESSMENT

The tool is expected to convey information that is essential in auditing the safety and security of your school.

The tool is based on the following checklist

i. Information about safety and security of school

ii. Safety and Security of the school building

iii. Health practices

iv. Emergency preparedness and responses

A. Information about safety and security of school

1. School had a security and safety training recently YES/NO
2. When_____
3. School has a security team or committee YES/NO
4. School has security personnel YES/NO
5. Number of security personnel in your school is_____
6. There is a communications plan that is in place that enables school staff and administrators to contact one another quickly in an emergency situation YES/NO
7. Explain (if applicable) _____

B. Safety and security of building

8. Are the classrooms overcrowded? YES/NO
9. What is the average number of students in a class_____?
10. The classrooms have an exit door YES/NO
11. The classroom has exit signs depicting the exit door YES/NO
12. The school hostels have exit doors (If applicable) YES/NO
13. School has a parking lot YES/NO
14. Fire extinguishers are placed strategically in different sections in the school YES/NO
15. The teaching and non-teaching staff have been trained on how to use fire extinguishers YES/NO
16. The numbers of fire extinguishers in the school is_____
17. School has a muster point? Yes/no
18. Where is the Muster Point located? _____

C. Health Practices

19. There are counselors available to work with students who are troubled YES/NO
20. School is connected to pipe borne water or has its own bore hole YES/NO
21. If your answer is NO, where do users get water _____
    _____
    _____
22. School users are trained on hard washing procedures YES/NO
23. School has hand washing points scattered around your school compounds YES/NO
24. School has toilets facilities YES/NO
25. Mention the type of toilet facility in your school_____
26. School has a first aid box in case of accident or emergency YES/NO
27. School has a known phone line that can be called in case of emergency for medical rescue YES/NO

D. Emergency preparedness and responses

28. School is fenced YES/NO
29. School has an adequate (big) entrance gate (if applicable) YES/NO
30. School has an exit gate (if applicable) YES/NO
31. School has exit signs depicting the exit gate YES/NO
32. There is/are designated staff to be contacted in the case of emergency YES/NO
33. How many (if more than one person) ……
34. There are emergency telephone number(s) to dial in case of emergency YES/NO
35. State the number……
36. Safety and security issues are addressed throughout the school, including play or athletic areas / fields, classrooms, parking lots, etc YES/NO
37. Are girls at special risk of insecurity in the school? YES/NO
38. If Yes, what are the risks……
39. There is a mechanism put in place to encourage safe reporting of potential acts of violence YES/NO
40. Such are (if applicable) ……
41. Teachers have received training in the school on violence prevention, classroom management, or safety and security issues YES/NO
42. State the type of training (if applicable) _____

APPENDIX B

KEY INFORMANT INTERVIEWS

Key Informant Interview guide – Students/Parents/Community Users of Schools

This is a study on safety and security of schools in Nigeria. This interview aims to solicit

Students /Parents /Community users of school only

What are the most pressing safety and security needs in your community? _____
_____
_____

How do you think these can affect the school? _____
_____
_____

Has there been any form of attack on your community recently? YES/NO

If YES, what is the form of the attack(s _____
_____

What school safety and security activities are you aware that the school undertakes? _____
_____

What are your safety and security fears in the school environment _____
_____

What are the reasons for your answers above _____
_____

For the girl-child what are the special threats to her safety and security? _____
_____

What are the factors that may affect school security and safety generally _____
_____
_____

Other comments that you may have regarding school safety and security are _____
_____
_____

APPENDIX C

FOCUS GROUP DISCUSSION

1) What do you think are the most pressing safety and security needs in schools?

2) Are you aware of any safety and security mechanism/ policy/protocols?

3) What is the importance of safety and security for schools?

4) What are the biggest barriers to improved school safety and security in schools ?

5) What should be the minimum standard for safe and secure schools? Identify at least 5

6) What are the special threats to safety and security of teacher and students in schools and what steps should be taken to address it.

7) What are your suggestions for safe and secure schools?

8) Other comments that you may have regarding school safety and security

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