

**Inter-Agency Network for Education in Emergencies
Minimum Standards for Education in Emergencies, Chronic
Crises and Early Reconstruction:**

Darfur Case Study



Women's Commission for Refugee Women and Children

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Cover photo: Megan McKenna / Women's Commission

Section 1: Introduction

INEE Minimum Standards Overview

The Inter-Agency Network for Education in Emergencies (INEE) is a global, open network of nongovernmental organizations, UN agencies, donors, practitioners, researchers and individuals from affected populations working together within a humanitarian and development framework to ensure the right to education in emergencies and post-crisis reconstruction. INEE membership consists of over 1,100 individuals who represent a diverse array of organizations.

One of the coalition's most important accomplishments to date is the development of the Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction (INEE Minimum Standards), a set of standards for the creation of quality education programs in emergencies and post-conflict reconstruction. The standards reflect international rights as well as consensus on good practices and lessons learned across the field of education and protection in emergencies and post-conflict situations. The INEE Minimum Standards was developed through a participatory process including more than 2,250 individuals and organizations in over 50 countries around the world.

The Standards cover five areas:

- minimum standards common to all categories
- access and learning environment
- teaching and learning
- teachers and other educational personnel
- education policy and coordination¹

The INEE Minimum Standards was designed to be an immediate and effective tool to promote quality education, which in turn provides protection for children at the start of and throughout situations of violent conflict and natural disaster. As part of the implementation and testing of the INEE Minimum Standards, members of INEE (including the Women's Commission for Refugee Women and Children (Women's Commission)) were asked to monitor emergency and post-conflict reconstruction situations to determine whether and how the standards are being utilized, increase awareness of them, determine challenges to their implementation, identify ways to facilitate implementation and provide feedback for future revisions.

With the support of an anonymous donor, the Women's Commission conducted research and advocacy for immediate implementation of the INEE Minimum Standards in the Darfur region of Sudan, where education for children and youth is in crisis. This project aims to improve the protection and well-being of children and youth in the immediate emergency, as well as provide essential data for INEE—and the Women's Commission—to facilitate dissemination, awareness and use of the standards and contribute to its ongoing revision and improvement.

Women's Commission for Refugee Women and Children

The Women's Commission for Refugee Women and Children has a track record of using evidence-based advocacy to bring about systemic changes in policies and practices that affect displaced women, children and youth. Over the past 17 years, Women's Commission's advocacy campaigns have influenced governments, donors, UN

¹ INEE. *Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction*, INEE: Paris, 2004. www.ineesite.org.

agencies, international organizations and other decision makers to pay more attention to the rights, needs and contributions of displaced women, children and youth. We have achieved many successes on a number of issues, including in establishing reproductive health services in refugee settings, in improving the treatment of women and children asylum seekers in the United States and in ensuring that displaced women, children and youth in refugee camps participate in the decisions that affect their daily lives.

From 1999 to 2004, the Women's Commission worked with youth groups in Kosovo, Sierra Leone and northern Uganda to hear from young people directly about the protection and participation gaps they face in conflict situations; this resulted in *Youth Speak Out*, a report delineating the problems facing youth in the three countries and outlining solutions. The number-one need identified in all countries was education; young people overwhelmingly viewed education as key to ensuring their physical, emotional and economic security. Growing out of these participatory studies, the Women's Commission developed and widely circulated the *Global Survey on Education in Emergencies*, a landmark publication that provides a comprehensive global picture of education programming for displaced children and youth in major conflict zones. The Women's Commission is building on this momentum and continuing to advocate for increased support and improved policies and programs for displaced children and youth, including their right to quality and appropriate education in all situations.

Section 2: Research Overview

Research Protocol for INEE Minimum Standards Darfur Case Study

The Women's Commission for Refugee Women and Children, as part of the assessment team for a two-country case study to determine the level of use and efficacy of the INEE Minimum Standards, conducted a two-phase assessment of the standards in Sudan, focusing on North and South Darfur.

Phase I of the INEE Minimum Standards assessment was conducted in three regions of Sudan from November 5-21, 2005. Initial assessment of knowledge of the INEE Minimum Standards took place in Khartoum; North Darfur, focusing on El Fasher; and South Darfur, focusing on Nyala. As part of the process, two 2-day trainings on the INEE Minimum Standards were held in El Fasher and Nyala. Of the 144 people either interviewed or who attended one of the trainings, nine had heard of the INEE Minimum Standards (6.25%), and four had begun to use it (2.78%). For more details, please see Annex I *INEE Minimum Standards Assessment in Sudan, Phase I*.

Phase II, conducted from June 14 – July 4, 2006, compared the number of people who are aware of the INEE Minimum Standards, as well as how the standards are being used in education planning and programming. The Women's Commission team returned to Khartoum and North and South Darfur, visiting internally displaced camps in all three regions. The Women's Commission used the [Research Plan for Case Studies on the Utilization of Minimum Standards of Education in Emergencies, Chronic Crises, and Early Reconstruction](#) developed by the INEE Applications and Analysis Group (AA Group).²

² The Plan was prepared by Mitch Kirby, USAID and WGMSEE AA Member; Lori Heninger, Women's Commission for Refugee Women and Children; Rudi Klaus, Academy for Educational Development; Margaret McLaughlin, Creative Associates; John Middleton, Consultant; Joanne Murphy, Creative Associates; Joan Sullivan-Owomoyela, Consultant; Carl Triplehorn, Save the Children US and WGMSEE AA Member.

Research Questions

The objective of the case study was to gain a better understanding of how organizations/agencies are using the INEE Minimum Standards in an acute crisis setting.

The principal research questions in assessing the standards were:

- Are they being used?
- Are they having any impact?
- Can they be improved?

The levels of implementation investigated were the following:

- (1) **Awareness:** Are members and/or clients of organizations aware of the Standards? How did they learn about them?
- (2) **Utilization:** Are the standards being used? How? What factors facilitate the use of the standards? Inhibit their use? Are some standards used more, or used more intensively, than others? Why?
- (3) **Institutionalization:** Have any standards been institutionalized in the policies or procedures of an organization?

The Women's Commission adapted the research questions developed by the AA Group for local contexts. *Please see Annex II for list of research questions.*

Data Collection

The Women's Commission attempted, to the extent possible, to meet with the same people in the same organizations to determine efficacy and changes needed. The Women's Commission also met with others not in the first sample to determine dissemination of the INEE Minimum Standards based on November interviews and training. The team conducted focus groups and individual interviews with the following people:

- Participants from the two-day INEE Minimum Standards training held in Nyala and El Fasher in November 2005
- New staff who replaced people who participated in the training
- Individuals that the Women's Commission met with on November 2005 mission but did not participate in the training
- Individuals who participated in the official INEE Trainer of Trainers in Nairobi in January 2006
- Individuals who have shared feedback on the standards with INEE

Section 3: Context Factors

Background on Conflict

After more than two decades, the conflict between North and South Sudan officially ended with the Comprehensive Peace Agreement (CPA) of January 2005 and the emergence of a coalition government led by an alliance of the National Congress Party (NCP) and the Sudan People's Liberation Movement (SPLM). However, peace accords paid little attention to the long history of economic, political and social marginalization of the western region of Darfur, where a separate rebellion had emerged in February 2003.ⁱ The Darfur conflict began when the Sudan Liberation Movement/Army (SLA) and the Justice and Equality Movement (JEM), two loosely allied rebel groups, attacked Sudanese military installations. This provoked a violent response from the government,

which supported *Janjaweed*³ militias accused of conducting a campaign of rape, looting and murder against civilians from areas considered disloyal to the current government.ⁱⁱ

Military, Political and Governance Structure

After years of negotiation between the Government of Sudan (GoS) and rebel groups, on May 5, 2006, the Darfur Peace Agreement (DPA) was signed under the auspice of the African Union (AU) between the GoS and the faction of the insurgent Sudan Liberation Army led by Minni Arkou Minawi (SLA/MM). The DPA has not been accepted by two of the three main rebel groups: the SLA faction of Abdel Wahid Mohamed Nur (SLA/AW) and the Justice and Equality Movement (JEM).ⁱⁱⁱ They argued that the DPA did not grant Darfurians enough political representation or provide sufficient individual compensation for people affected by the conflict. The DPA also failed to provide a comprehensive strategy for the disarmament of militia groups. However, on 8 June, a Declaration of Commitment to the DPA was signed by a group of rebel leaders, including some formerly loyal to Abdul Wahed and members of JEM.^{iv}

The implementation of the DPA has the potential to create an environment for ending years of gross and widespread human rights violations but there are numerous obstacles ahead. Though fighting lessened between the SLA and government forces following the signing of the DPA, attacks by militias and rebel groups continue, mainly in Southern and Northern Darfur.^v The parties involved in the conflict continue to violate principles of humanitarian international law.^{vi} The civilian population continues to be attacked and is not distinguished from military combatants. Also, specific ethnic groups that are perceived as opposing the DPA are targeted.^{vii} GoS troops have been unable—or unwilling—to intervene to protect villagers during attacks.^{viii} Without additional government support, the DPA is doomed to fail.

The African Union Mission in Sudan (AMIS) arrived in Darfur in June 2004 to monitor and report on a ceasefire agreement signed by the GoS, SLA and JEM on 8 April 2004. In October 2004, the number of troops was increased and its mandate expanded to include: contributing to secure environment for delivery of humanitarian relief and for the return of IDPs and refugees home; contributing to the improvement of the security situation throughout Darfur; protecting civilians under imminent threat; providing visible military presence; and monitoring and reporting on the effective service delivery of the local police.^{ix} AMIS, currently comprised of 7,000 troops, is at an all-time low in its ability to properly monitor. AMIS' mandate recently was extended to September 30, 2006; a mandate that made no provision for more UN or African troops to stabilize the Darfur.^x

Increased support for AMIS is needed by the international community to enable AMIS to fulfill its expanded role in monitoring and verifying compliance with the DPA. There has been no increase in AMIS resources, leaving it incapable of efficiently fulfilling its original mandate for the protection of civilians or the additional tasks mandated by the DPA.^{xi} Displaced populations increasingly view AMIS as ineffective in preventing attacks. For IDPs that oppose DPA, AMIS' main role in promoting the DPA further decreases their credibility.^{xii}

Subsequently, cross-border raids into Chad have generated considerable tension with the Chadian government further complicating the dynamics of the conflict.^{xiii} Clashes in

³ Loosely translated as “devils on horseback”

eastern Chad between Sudan-backed insurgents and loyalists to Chadian President Deby remain a constant threat to the security of civilians and are resulting in Chadians fleeing to Darfur.^{xiv}

Social

In the region of Darfur, the welfare of an entire generation of displaced children and adolescents is at risk. The violence, displacement and deprivation caused by the conflict have only added to the poverty and lack of services that already characterized the region.

It is estimated that 150,000 people have been newly displaced between January and March of 2006, due to increased insecurity in the region. The total number of people in need of humanitarian assistance remains at 3.6 million.^{xv} Despite increased displacement, overall, there has been a reduction in food aid, medical services and water and sanitation facilities that will impact the nutritional status of vulnerable groups in Darfur. Funding shortages are also undermining the health sector, because there has been a drastic reduction in the number of implementing partners and health care providers.^{xvi}

Varying degrees of insecurity and occasional harassment of relief workers by both the government and SLA continue to represent obstacles to humanitarian relief. Aid agencies have said that July 2006 was the most dangerous month for aid workers in the Darfur region since conflict began in 2003, with humanitarian access at an all-time low since the beginning of the conflict.^{xvii}

As of April 2006, UN accessibility in Darfur still remained beneath the threshold of 80 percent.^{xviii} The humanitarian presence has been maintained with a large amount of international and national staff on the ground; 84 NGOs and Red Cross/Crescent Societies and 13 UN agencies currently present in Darfur. As of April 2006, there were 926 international staff and 13,825 national staff working in Darfur.^{xix}

Almost half a million people are now cut off from emergency food aid because of fighting and attacks. High malnutrition rates have been reported in recent months. Specifically in July, the World Food Program (WFP) was unable to get food to more than 470,000 people in Darfur compared to 290,000 that could not be reached in June.^{xx} In addition to insecurity and lack of access, WFP's operations in Darfur have also been hampered by insufficient funds. According to WFP, it was forced to cut rations by 50 percent in May 2006, but a month later was able to raise them back to 84 percent after major donations arrived.^{xxi} WFP estimates \$350 million is required to avoid food rations and cover Sudan's food aid in early 2007, which covers 6.1 million people. At the current rate of consumption, WFP is set to run out of food for Sudan by January 2007, which could result in a humanitarian catastrophe.^{xxii}

As of December 2005, water and sanitation services in camps for the displaced show positive trends exceeding Sphere standards⁴ in some instances.^{xxiii} UNICEF estimates that 80 percent of people in camps have access to clean water,^{xxiv} most above the Sphere standard of 15 liters per day per person.^{xxv} Health services have also been

⁴ The Sphere Project developed standards to improve the quality and accountability of humanitarian assistance across agencies.

established in most camps reaching almost all the displaced population through 230 fixed and mobile primary health clinics.^{xxvi}

With respect to shelter and other non-food items between 70 and 80 percent of the existing IDP population received assistance in 2005 with the lowest coverage in North Darfur. Numbers were significantly less for the host population at 70 percent, 35 percent and 26 percent in West, South and North Darfur respectively. An assessment in December 2005 indicated that the average household size had increased to just over six persons and that a majority of IDPs still require NFI support.^{xxvii}

Education

Lack of access to education has long been a problem in Darfur due to the marginalization of the region by the Government of Sudan as well as the rural nature and dispersed distribution of the population.

Currently, UNICEF estimates that 28 percent of school-aged children are now in school in Darfur, more children than before the conflict began.^{xxviii} Over 340,000 displaced children between six and 13 are attending school, nearly half of who are girls.^{xxix} This finding is illustrative of the historical neglect and lack of support from Khartoum for education in Darfur insofar as enrollment rates are the highest in history for the region.

Though increased school enrollment is positive, the trend is unstable as it is heavily dependent on international aid and to some degree the social dynamic of camps. In Chad for example, children continue to work but the absence of livestock and fields allow them more time to attend school – a situation that has allowed for greater participation amongst girls.^{xxx} International aid has helped construct classrooms, train and recruit teachers, provide school uniforms, school materials and conduct campaigns to target enrollment among girls.^{xxxi} However, the failure to see education as a life-saving activity and the consequential lack of secure funding for FY07, the anticipated emphasis on aid to returnees at the expense of those who remain displaced, and the questionable support of Khartoum puts these advances at risk.^{xxxii}

Even in absence of funding cuts, resources for education remain insufficient. The Ministry of Education hires teachers who live in neighboring towns and not in the camps, but teachers complain that their travel fees are left uncovered and often arrive late to classes. NGOs were recruiting volunteer teachers from within camps who the ministry refused to pay creating a problematic situation for the NGO community, especially in light of the precarious funding situation.^{xxxiii} With respect to training, NGOs, UNICEF and the Ministry of Education instituted an in-service training program focusing on child-centered learning with a small stipend for participation.^{xxxiv} Though numbers of trainees have increased, the persistence of practices such as corporal punishment^{xxxv} indicates continuing need for training on issues such as child rights. Shortages of school materials further compound the resource problem.^{xxxvi}

Economic

Sudan is a country rich with potential but severely impacted by the effects of civil war, drought and ongoing conflict. Sudan remains one of the poorest countries in the world, with widespread poverty and a weak and uneven economic base and infrastructure. Per capita income in 2001 was \$340. There are, however, wide regional disparities in economic and social development.^{xxxvii}

In regards to education, while Sudan has experienced growth of 7 percent over the past two years only 1.6 percent of the federal budget is spent on education.^{xxxviii} Moreover, decentralization of Sudanese education policy has left a resource-poor Darfur with little capacity to fund education.^{xxxix}

Protection and Security

The current conflict in Darfur, Sudan is among the worst humanitarian crises the world has ever seen. Experts estimate that more than 300,000 civilians have been killed by government forces and *Janjaweed* militias or died from disease or malnutrition since the violence began, and approximately two million people have been displaced.^{xl} More than one million of the displaced are children under 18, with 320,000 of those aged five and under.^{xli} Insecurity has immobilized the local population and had vast implications for the economy stifling commerce, agriculture and the raising of livestock thereby making the people of Darfur progressively more dependent on international assistance.^{xlii}

Presently, the situation continues to deteriorate with as many as 5,000 people dying every month, most of whom are civilians.^{xliii} Additionally, humanitarian assistance is severely hindered by the continued fighting and by the end of June there were at least 250,000 people in need who could not be reached due to the high degree of insecurity that impedes the work of the humanitarian organizations.^{xliv} According to the International Crisis Group, atrocities are continuing with fatalities occurring in large numbers due to malnutrition and disease.^{xlv} A campaign of intimidation toward activists and community leaders suspected of organizing demonstrations against the DPA has led to a series of arrests, detentions and interrogations, often accompanied by torture or ill treatment.^{xlvi}

At an age where they are perhaps too young to adequately process such trauma, children face displacement, separation from families and communities, inadequate access to food, health care, appropriate housing and sanitation, and disruption of education. UNICEF child friendly spaces and psycho-social activities are reaching over 170,000 internally displaced and conflicted affected persons.^{xlvii} However, children and adolescents, particularly girls, continue to face significant risk of sexual or gender-based violence, trafficking or recruitment into armed groups.

The signing of the DPA did not result in a decline of incidents of sexual gender-based violence (SGBV). According to the UN High Commissioner for Human Rights (UNHCHR) “Renewed intra-SLA fighting led to increased cases of SGBV against women perceived to support rival factions who were targeted for rape based on their ethnicity.”^{xlviii} Meanwhile, UNHCHR states that “the response to SGBV from the government continues to be insufficient in many ways. Not only are police failing to act with due diligence but the legal system continues to fail those victims who manage to bring their claims to court. There has not been a single conviction on rape charges in cases involving an IDP victim, despite all the attacks in IDP women in Southern Darfur.”^{xlix} The government formally acknowledges the problem of SGBV in Darfur through the creation three state Committees; one for each of the Darfur states and an action plan for the Elimination of Violence Against Women in Darfur. However, according to UNHCHR, the action plan is being implemented too slowly to have a real impact and the State committees are not fulfilling their mandate and are functioning ineffectively.^l

Section 4: Key Findings—Implementation, Impact and Revision

This section provides key findings from information collected through individual interviews and focus group discussions with 150 representatives of the Government of Sudan, UN agencies, international and local NGOs, teachers, PTAs and camp community members.

Limitations to Data Collection

There were considerable limitations to the data collection. It was extremely challenging to gauge how much educational improvements could be attributed to using the INEE Minimum Standards. Most people discussed the INEE standards interchangeably with their organizational standards and/or national standards. Meanwhile, it was not always clear if people were discussing definitive standards that had been developed or rather more generally accepted concepts and principles that underlie the standards.

In addition, as most people were only available to meet for a short time (generally one hour), it was difficult to go into much depth. While we attempted to gather background information on organizations and share the research questions with all interviewees in advance, the reality was that most of the background and explanation needed to be discussed in person. In meeting with government officials, there at times was the expectation that some type of incentive would be provided as compensation for their time. Incentives in general are a contentious issue—and a growing problem in Darfur—and we definitely confronted this in our assessment. Despite these challenges, the Women's Commission gathered much interesting data and important findings and lessons to share.

AWARENESS

Over all, the majority of individuals and organizations interviewed are at the awareness level of implementation. Many had learned about the standards through the Women's Commission's previous visit and are well versed in the INEE handbook, particularly the individual standards. After only learning about the standards six months ago and having received the handbook initially in English, it is understandable that many people are still absorbing the information and identifying how it is most relevant for their particular work.

Increase in the Level of Awareness

There was a marked increase in the level of awareness of the standards since the Women's Commission's November 2005 mission. Out of 150 individuals we met with in June, 61 were familiar with the standards (40.67 percent). This is compared to 9 out of 144 respondents who had heard of the Minimum Standards in November 2005 (6.25 percent). Many people we met with had copies of the INEE Minimum Standards handy and were proud to display it. After a camp executive committee meeting in Asalam Camp in North Darfur where we had a chance to introduce ourselves, one member of the committee walked over to us and waved a copy of the handbook that he had received from IRC months before. In most cases, the increase in awareness of the standards was due to the previous visit by the Women's Commission and participation in the two-day trainings.

Diffusion of information is happening

While we were able to meet with most of the same people who comprised the sample collected in November, we also met with new staff. Almost all of the new staff were aware of the standards. This indicates a certain degree of diffusion of information within the organizations.

UTILITIZATION

Consensus on Utility, But Uncertainty on How to Actually Use the Standards

Almost all people interviewed stated that the Minimum Standards are very useful. However, upon further investigation, it was often unclear how they were applying the standards in practice. As UNICEF-Nyala said, “the challenge is to move from rhetoric to practice with any standard.” It was also mentioned that most education plans were developed prior to the standards being launched in December 2004 or prior to their awareness of it. People did not necessarily use the standards by name, but knew the concepts well.

We did hear from some organizations that are beginning to use the standards. In the focus group discussion in El Fasher, we learned that one group is using indicators for protection and well-being in their psychosocial training. Additional examples of utilizing concepts from the handbook were shared, such as:

- CHF International conducted an assessment of literacy classes for men.
- UNICEF and MoE are involving the community in building schools in the camps.
- IRC is training their animators in the camps on child development and psychosocial support.
- Asalam camp has an education committee that meets on a regular basis to discuss problems in the community; gender balance is considered.
- MoE gave a directive banning corporal punishment; it is also training teachers on child rights.
- UNICEF, Save the Children Sweden and IRC conducted an assessment of girl drop-outs in the camps.

Six out of 28 people in the group said that they had directly consulted the handbook/standards in developing and/or implementing these activities.

High demand for training and tools

In all regions we visited, there was a very high demand for additional trainings on the standards and interest in receiving additional copies of the handbook. This was particularly the case with government officials. Local NGOs, in particular, were keen to participate in trainings and receive additional resources and tools.

UNICEF-El Fasher expressed interest in organizing a joint training on the standards for the Ministry of Education (MoE) with other MoE officials who participated in the November training. It was discussed that this training is necessary as information is not always shared within the large bureaucracy of the MoE.

Concern over Usurping National Standards

Some government officials were concerned that these “international” standards were meant to replace national standards. We consistently explained, as we did in November, that the INEE Minimum Standards are meant to complement existing national standards and are only broad principles—not prescriptive. We reiterated that they were developed based on local consultations held around the world—and were not developed by the Women’s Commission or any one organization. We also emphasized that it is a living document and meant to be revised based on feedback from them. Regardless, there appeared to be some suspicion and subsequently reluctance around the standards, particularly with government officials who were more political in nature.

Regarding the government's standards, we were told that they are more in the form of policies rather than specific steps to take. Therefore, the INEE Minimum Standards can serve as a useful tool to accompany the more general policies. Also, it is important to note that with the Comprehensive Peace Agreement, South Sudan will develop its own national curriculum, which likely will differ significantly from the Khartoum government's curriculum. The INEE standards will be all the more critical during this transitional period.

“Community Participation” Most Referenced Standard

When asked what was most helpful about the standards or how they are being applied, nine times out of 10 the category of community participation was cited. UNICEF-EI Fasher said that after the November training, UNICEF recognized that they were leaving out critical elements in their education intervention, such as community participation. After learning about the INEE Minimum Standards, they started to invite community members from the camps to participate in the bi-weekly education coordination meeting that UNICEF chairs and includes the Government of Sudan (GoS), UN agencies and international and local NGOs.

There are a number of factors that might facilitate the use of the community participation standard. Firstly, community participation is a well-accepted principle that is incorporated into most organizations' own set of standards; the challenge is how “participation” is defined and applied. Secondly, community participation is an area of relative strength in Darfur where communities have long been engaged in ensuring education systems are running, primarily due to historic neglect by the central government in Khartoum. It is also an area where there is continued improvement and can be cited as a success story in the midst of all the horror. Thirdly, it is one of the more straightforward and clear standards – and translates well. Additionally, the corresponding guidance notes are the most detailed and concrete of all the standards and arguably the easiest to operationalize. Lastly, more than three years into the conflict, more organizations are looking at issues of sustainability and recognizing the importance of community participation. As UNICEF-EI Fasher shared, “At the beginning of the conflict, all service providers were acting so fast to put education systems in place that we didn't adequately consult the community.”

In addition to community participation, people we met with had a firm grasp of the linkages between the categories and standards. In individual and group discussion, people were very clear about how different categories and standards are inter-connected to one another and cross-cutting.

“Teachers and Other Education Personnel” Cited as the Most Challenging Standard

As in other displaced situations, the Women's Commission continuously heard that teachers' salaries was the most contentious issue—too little to live on and not always paid regularly. One teacher we spoke to said, “Isn't it ironic that I teach other people's children and can't afford to send my own children to school?” The salaries are paid by the MoE, which receives less than two percent of the national budget. Some teachers were leaving to work for NGOs; even an NGO driver's salary is more than a teacher's salary.

Classrooms are often overcrowded—sometimes as many as 100 children per class—as there are too few classrooms and teachers. While UNICEF has been training volunteer

teachers who live in the camps, the MoE refuses to hire them, claiming that all teachers must be trained by the MoE in order to be considered qualified to teach. The government's policy is to hire MoE teachers and deploy them to camps; these teachers, however, often have a hard time getting to the IDP camps each day and say they do not have enough money to pay for transportation or to buy food in the camp.

Strategies related to teachers have predominately been limited to training. Problems related to recruitment, for example, have not been adequately addressed.

Important to Expand Identity Beyond “Emergencies”

Organizations that were not working in the “emergency” phase often did not see the relevance of the INEE Minimum Standards in their work. One representative at UNHCR-Khartoum told us that since UNHCR is not focused on the emergency in Darfur, but rather on returns to South Sudan, they do not use the standards. The official said that, “if I was working on an emergency, I would definitely use them as I know they are useful and relevant.”

Translation of the Handbook is Important—as well as Format/Production

Individuals we met with for a second time were thrilled that the standards had been translated into Arabic. They were pleased that we had promised to return with materials in their language and made good on this promise. The translation will directly contribute to the use of the INEE Minimum Standards. More specifically, people we interviewed found the Arabic translation very good. However, we found that there was still a large demand for the English copies, even though many people did not speak the language. We learned that people liked the glossy, professional look of the English handbook—rather than a less-durable Xerox copy in Arabic.

INSTITUTIONALIZATION

While most organizations understandably have not moved into the institutionalization phase, there are some exciting and useful lessons to glean. UNICEF-EI Fasher is using the handbook during its semi-annual planning sessions. The protection officer who participated in the November training reminds his UNICEF colleagues that plans should be based on the policies of MoE, UNICEF and INEE Minimum Standards. Save-Sweden also shared the example of community members from camps participating in the UNICEF-chaired biweekly education coordination meetings.

Save-US has also used the INEE Minimum Standards in the development of proposals and Save's Global Challenge National Action Plans. Save the Children Alliance recently held a strategy meeting in Ethiopia where they discussed the Minimum Standards. They noted that there is a need for more training on the standards, particularly in the field. On a related note, Save realized that it needs to take stock of who within each country has the knowledge/skills to conduct these trainings.

IMPACT

More children, particularly girls, are in school today than ever before in Darfur. According to UNICEF, more than 340,000 displaced children between 6 and 13 are attending school, nearly half of whom are girls.ⁱⁱ Unfortunately, this finding is more illustrative of the historical neglect and lack of support from the government for education in Darfur than of progress in education. Enrollment rates are the highest in history for the region, but this translates to only 28 percent of school age children are enrolled.ⁱⁱⁱ This is primarily due to the fact that having left their homes, children—and particularly girls—no longer have the

same domestic chores and responsibilities, such as caring for animals and tending land. Instead, they have access to schools and have more free time to attend. Women, many for the first time, are receiving literacy training and are now encouraging their children to go to school.

It is difficult to ascertain how much of this progress can be attributed to the introduction of the Minimum Standards; it is too soon to tell. However, we did hear some examples where the INEE Minimum Standards have made a real impact. For example, a representative with UNICEF-EI Fasher, shared that, “Since involving the community in education interventions, we are spending less time and money.”

During focus group discussions, participants listed other encouraging advances around the provision of education in Darfur since the advent of the INEE Minimum Standards. These cannot be directly attributed to the standards but have taken place since its development. These include:

- increased gender parity in schools in camps;
- positive behavioral change of teachers in the camps in terms of corporal punishment;
- more consistent attendance and fewer school drop-outs;
- students and community more respectful of schools and do not damage or destroy school property;
- increased stability in the schools—open on time, teachers arrive at schools, etc.;
- improved access to education by the nomadic community;
- increased awareness among camp and host communities that education is a human right;
- increased community participation and coordination around education programming.

REVISION

As the majority of individuals we interviewed are in the awareness stage, there were few concrete suggestions for revision at this point. The following are suggestions for a future revision as well as interim steps for increasing awareness, utilization and institutionalization of the standards:

Language: A number of people said that the language was too jargon heavy and should be simplified for better comprehension, particularly in translation.

Visual aids: People found the circle diagram of the categories very helpful. In the Women’s Commission two-day trainings in Darfur, we developed a chart that shows guidance notes feeding into indicators, feeding into standards. Participants found this useful as well. More visual aids should be developed.

One-page cheat sheet: Another common suggestion we received was the need for a one-page “cheat sheet” within the handbook that lists all 19 standards. Perhaps a pull-out poster that people can put up might be helpful as well. (Note: The new INEE brochure that clearly lists all standards may meet this need.)

Categories, standards and indicators: The three concepts do not translate well and are challenging to explain. It would be helpful to develop an annex to the official training

manual to use when conducting trainings in another language that addresses these more-difficult-to-translate concepts. Some concrete examples would be helpful.

Transition from emergency to reconstruction: It was suggested to include in any revision a stronger emphasis on the link between the emergency and recovery phase.

The following were a few mistakes found in the Arabic translation:

- Pg 20 in English and Arabic handbook: The descriptions under Standard 1: Initial Assessment and Standard 4: Evaluations are reversed.
- Pg 55 in English and pg 59 in Arabic handbook: The heading says “Teachers and Other Education Personnel” rather than “Teaching and Learning”.
- Pg 55 in English and pg 59 in Arabic handbook: Standard 3: Instruction is missing; Standard 4: Assessment is included twice.

Section 5: Lessons Learned and Recommendations

Facilitate more learning opportunities on the standards, particularly between headquarters and field

The main take-away message from our interviews was that people are interested in the INEE Minimum Standards and dissemination has been quite strong; people now need a forum to become more familiar with the individual standards, indicators and guidance notes, and to discuss how it is relevant to their own work. While some larger organizations have fared better than others, in general, there is a need for more exchanges between headquarters/those familiar and trained in the standards and staff in the field. Some suggestions around facilitating training opportunities follow:

- INEE members, particularly institutional education/protection technical advisors at headquarters as well as INEE Steering Group and Working Group on Minimum Standards, should conduct trainings with field staff on specific ways that the standards are relevant for their work. Make sure that these examples are fed back to the INEE Secretariat to continue sharing.
- INEE Steering Group and Working Group on Minimum Standards should explore more channels for information sharing around the standards and provide more opportunities for those implementing programs to become familiar with the standards. This could include workshops, presentations as well as written guidance from technical advisors at headquarters. INEE should explore creative ways to share information through distance-learning modules and other activities that might not require large expenditures, such as travel.
- INEE members should include training on the standards as part of each organization’s core orientation process. While disseminating the handbook is a good first step, it was very clear that the INEE Minimum Standards requires a certain amount of discussion/training in order to be used most effectively. All INEE members should make a commitment to include a brief training on the standards as part of other ongoing trainings. While not ideal, INEE should adapt the official three-day training to accommodate and meet the needs of those who are unable to attend the full training.
- INEE Steering Group and Working Group on Minimum Standards should develop a database of people with experience using/conducting trainings on the Minimum

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Standards to serve as an expert resource. The database should be searchable by fields, such as country, type of expertise, etc.

- More specifically, INEE Steering Group, Working Group on Minimum Standards and UNICEF-NY should work with UNICEF-EI Fasher to organize a joint UNICEF-MoE INEE Minimum Standard training for MoE staff, with support from INEE Working Group on Minimum Standards and INEE Secretariat.

Increase the distribution of existing tools and develop additional ones to address gaps

In general, moving from awareness to the utilization phase will require an investment in time and resources, ensuring that people are not only equipped with handbooks in their local language but also models and tools to facilitate its use. Some suggestions follow:

- The list of how the standards are being used around the world that the INEE Secretariat has created should continue to be distributed along with the handbooks.
- INEE members should come together to discuss more contentious issues, such as teacher compensation, and identify methods that the INEE Minimum Standards could use to address ongoing challenges. This could include developing more concrete guidance notes and indicators, such as those relating to community participation.
- A quick reference guide for the INEE Minimum Standards should be developed to serve as complementary tool for practitioners to refer to—as well as having the complete handbook available to reference for more in depth information.

Lessons learned to contribute to dissemination and advocacy

- It is important to ensure that individuals from the local community/country accompany any international staff in efforts to promote the standards. This is an example of why the regional training of trainers (TOTs) are so critical and hopefully participants will remain engaged and active around disseminating information on the standards.
- INEE members should share obstacles faced in promoting the INEE Minimum Standards. Develop talking points and/or Q&As addressing these issues, such as how the standards are meant to complement, not replace, existing national standards. Members should utilize the field-friendly talking points on the INEE website and provide feedback to the Secretariat.
- INEE members working in a particular context should know the existing national standards in a country before engaging in a discussion. INEE members based in the field should identify how the national standards link to the INEE Minimum Standards and share with the INEE Secretariat to disseminate.
- All INEE members should make an effort to institutionalize the new term “INEE Minimum Standards” rather than MSEE—and in particular the reasons behind changing the abbreviation. In addition, when speaking about the standards, it is

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important to emphasize the relevance of the standards in situations of post-conflict reconstruction and natural disasters.

- While it is challenging to raise funds to produce publications, it is important for INEE to make the case to donors to support the production of the professional looking handbook in other languages. On a practical level, the translated handbook is more convenient and easier to use, as well as more durable, which is an important consideration in the field. On a symbolic level, it sends a message to those implementing education programs that other languages warrant the same investment as the English copy.

Annex I: INEE Minimum Standards Assessment in Sudan, Phase I November 5-21, 2005

Women's Commission for Refugee Women and Children

Background

The Women's Commission for Refugee Women and Children, as part of the assessment team for the two country case study to determine the level of use and efficacy of the Minimum Standards for Education in Emergencies (MSEE) is conducting a two-phase assessment of the MSEE in Sudan focusing on Darfur.

Phase I of the MSEE assessment in three regions of Sudan, was conducted from November 5-21. Initial assessment of knowledge of the MSEE took place in Khartoum, North Darfur focusing on Al Fasher, and South Darfur focusing on Nyala. The assessment was conducted by two staff of the Women's Commission to:

- establish a baseline of those who knew about the MSEE and those who did not
- raise awareness of the existence and use of the MSEE
- gather feedback to strengthen MSEE promotion and utilization and to contribute to 2007 revisions

The first part of **Phase I** included meetings with Sudanese government officials (including education officials at the national and local levels), international donor organizations, international non-governmental organizations, Sudan-based NGOs, teachers, heads of schools, camp education committee members and students⁵ to determine:

- Have you heard of the MSEE?
- Are the MSEE being used?
- Are the MSEE having any impact?
- Can the MSEE be improved?

The second part of **Phase I** was comprised of two two-day trainings, one in Al Fasher and one in Nyala, for representatives from all of the above-listed groups to raise awareness and to provide guidance in use of the MSEE.

Phase II, to be conducted in May/June 2006, will compare the numbers of people who are aware of the MSEE, as well as how the MSEE was/is being used in education planning and program.

Results for Phase I

Table 1 below provides numeric data collected in two of the four categories for information gathering.

⁵ A complete list of the groups can be found on Table 1 on page 2.

Table 1

Organization	Number of Respondents	Number who have heard of the MSEE	Number using the MSEE
Government of Sudan			
Sudan Ministry of Education, Khartoum	2		
Sudan Ministry of Education, Nyala	4		
Sudan Ministry of Education, Al Fasher	2		
Sudan Ministry of Humanitarian Affairs	2		
Donors			
ECHO	1		
USAID	1		
World Bank	1		
UN			
UNHCR	2	2	
UNICEF	3	1	
OCHA	2	1	
INGOs			
IRC, Nyala	15	1	1
IRC, Al Fasher	14	3	3
Save the Children	2		
Sudanese NGOs			
Al Massar	3		
Sudan Social Development Organization (SUDO)	2		
Camps			
Asalam Camp: Executive & Education Committees	25		
Asalam Camp SUDO School	1		
Deriege Camp Sudan Aid School	11		
Kalma Camp Aslam A school	12		
Trainings (exclusive of those met with who also attended)			

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Organization	Number of Respondents	Number who have heard of the MSEE	Number using the MSEE
Nyala	20 ⁶	1 (WFP)	
Al Fasher	19 ⁷		
Totals	144	9	4

Of the 144 people either interviewed or attending one of the trainings, 9 had heard of the MSEE (6.25%), and 4 had begun to use it (2.78%). At the time of Phase I of the assessment, the categories, “Are the MSEE having any impact?” and “Can the MSEE be improved?” were not appropriate given the preliminary stage of MSEE application.

Phase II

The data and table above will be utilized as the baseline for comparison for data gathered in **Phase II**. At that time, qualitative data will also be gathered to more fully assess how the MSEE are being used, whether they are having an impact on education in affected communities in North and South Darfur, and to determine areas for improvement of the MSEE prior to the 2007 revision.

It will be the case that not everyone interviewed or attending the training will be available for interviews in **Phase II**. Staff of the Women’s Commission will try, as much as possible, to meet with the same people in the same organizations to determine efficacy and changes needed, as well as meeting with others not in the first sample to determine potential dissemination of the MSEE due to baseline interviews and training. A full report will be issued after **Phase II**.

⁶ 29 total participants in training, 9 have been counted in other columns due to being present in a meeting as well as attending training.

⁷ 36 total participants in training, 17 have been counted in other columns due to being present in a meeting as well as attending training.

**Annex II: Inter-Agency Network for Education in Emergencies
Research Questions for MSEE Case Assessment: Darfur**

Date: _____
Facilitator: _____
Translator: _____
Note Taker: _____

Organization Name: _____
Type: NGO Government INGO Donor Other
Goals: _____
Education Programs _____
Locations: _____

Name of Person(s) _____
Title(s) _____

Basic Questions

Is Education a priority for your organization? If not, why not?

Level of Implementation of Standards

Are you currently using the MSEE? (document review)

If yes, why?

If not, why not, and how could you use it in the future?

What is most and least useful about the MSEE?

This should include formatting, font, and all else.

How are you using the MSEE? (document review)

Which standards are you using? How are you using them?

Minimum standards common to all

Community participation

Situation analysis

Access and learning environment

Teaching and learning

Teachers and other education personnel

Education policy and coordination

Why or why not are you using each, and are there revisions you would want to suggest?

Which indicators are you using? How are you using them?

Have you held formal staff meetings to use the standards?

Have you conducted training on the standards?

For whom? How many? Duration in days

Have you committed any funding to a strategic response?

Impact (Access and Quality)

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What is the impact of MSEE on educational access?

On education quality?

Revision

Why or why not are you using each, and are there revisions you would want to suggest?

Are all of the standards and indicators clear?

If yes, how?

If no, how could they be improved?

Are there things that are missing from the standards and indicators?

How helpful have the guidance notes been?

How could they be more helpful?

How have you applied the cross-cutting issues from the standards?

Gender

HIV/AIDS

Special education needs

Will you continue to use the standards in the foreseeable future?

Why or why not?

If not currently using the standards, how could you use them in the future?

Do you know who developed the MSEE?

What other groups could benefit from the MSEE?

Annex III: Focus Group Agendas

Women's Commission for Refugee Women and Children & International Rescue Committee

Focus Group Discussion
on the
**Inter-Agency Network for Education in Emergencies'
Minimum Standards for Education in Emergencies, Chronic Crises and Early
Reconstruction**

**NYALA
28 June 2006**

Objective of the Focus Group:

- (1) To gain a better understanding of how groups are using the INEE Minimum Standards;
- (2) To share experiences in using the INEE Minimum Standards, including successes, challenges and lessons learned;
- (3) To identify strategies for addressing challenges and advancing the Minimum Standards.

Agenda

9:15-9:45	Introductions & Overview of the day
10:00-10:45	Basic overview of the INEE Minimum Standards
10:45-11:30	Breakfast / Fatur
11:30-12:30	Open forum to share: <ul style="list-style-type: none">• How are the standards being used?• Describe its impact?• What are some success stories of using the standards?• What are challenges to increasing their use?
12:30-1:00	Tea Break
1:00-1:45	Small group work: Each group assigned a challenge(s) identified in the previous forum to discuss <ul style="list-style-type: none">• What are some strategies to address the challenge(s) raised in the group discussion?
1:45-2:15	Plenary: Small groups report back to larger group
2:15-2:30	Next steps, Conclusion and Certificates

**Women's Commission for Refugee Women and Children
& International Rescue Committee**

Focus Group Discussion
on the
**Inter-Agency Network for Education in Emergencies'
Minimum Standards for Education in Emergencies, Chronic Crises and Early
Reconstruction**

**EL FASHER
21 June 2006**

Objective of the Focus Group:

- (4) To gain a better understanding of how groups are using the INEE Minimum Standards;
- (5) To share experiences in using the INEE Minimum Standards, including successes, challenges and lessons learned;
- (6) To identify strategies for addressing challenges and advancing the Minimum Standards.

Agenda

9:15-10:00	Introductions & Overview of the day
10:00-11:15	Basic overview of the INEE Minimum Standards
11:15-12:15	Breakfast / Fatur
12:15-1:45	Open forum to share: <ul style="list-style-type: none">• How are the standards being used?• Describe its impact?• What are some success stories of using the standards?• What are challenges to increasing their use?
1:45-2:15	Tea / Prayer
2:15-3:00	Small group work: Each group assigned a challenge(s) identified in the previous forum to discuss <ul style="list-style-type: none">• What are some strategies to address the challenge(s) raised in the group discussion?
3:00-3:45	Plenary: Small groups report back to larger group
3:45-4:30	Next steps, Conclusion and Certificates

Endnotes

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