REGISTRATION AND PROFILING

▶ Registration and profiling is the systematic collection of data. Each is used to determine the size and characteristics of a particular group or population. Registration and profiling are first and foremost key protection tools. The primary purpose is to identify beneficiaries and understand their characteristics so that their needs can be met and their rights protected.

▶ Registration data can be used to protect the displaced community, as it is relevant for seeking durable solutions and can support family reunification.

▶ Registration and profiling data provides the basis for planning programmes and ensuring the provision of assistance and services in a camp or camp-like setting.

▶ The role of the Camp Management Agency is to coordinate with and support key registration and profiling partners. Knowledge of the relevant obligations, mandates and roles is important.

▶ All parties concerned should be involved in planning registration or profiling, including the displaced population. Coordination and contribution by various actors on the ground is key to a successful registration or profiling exercise.

INTRODUCTION

REGISTRATION

Registration is a systematic method of collecting and recording data to ensure that the person can be identified in the future. It may include information about individuals or families, such as their names, dates of birth or gender. This information is collected for a specific purpose, whether to ensure assistance delivery, individual follow-up or protection intervention. A secondary use of registration data is for profiling – where collected registration information is aggregated to understand the characteristics of the registered population. The purpose of registration – and specifically how the information is to be used – determines the information fields that need to be collected in any registration exercise.

Effective registration and profiling therefore involves first defining the objective of the exercise and then setting up the methodology to carry it out effectively. It is essential that the objective of the exercise and the concrete expected outcome are clear to all parties involved. The methodology should clearly address the issue of who is responsible for what and standard operating procedures should be written up.

Registration also assists in identifying groups at risk and their specific needs. Specific protection programmes such as tracing, legal representation and family reunification can only be adequately implemented if reliable and up-to-date data are available. Once registration is conducted, it needs to be a continuous process that records and updates essential information as it changes over time, such as births, deaths, marriage, divorce, new arrivals and departures. Depending on the context, the Camp Management Agency is often involved in procedures for the continuous update of registration data in a camp to ensure its ongoing relevance.

Registration and documentation of displaced persons is the responsibility of the government. However, UN agencies, NGOs and Camp Management Agencies invariably play an operational role in the planning, gathering and utilisation of data, depending on their mandate or their role.

While the basic definition of registration is the same, different spheres of law regulate these obligations with respect to refugees and asylum seekers on the one hand, and internally displaced persons on the other.

Registration in a Refugee Context

In the context of refugee protection, being a "refugee" in an asylum country carries certain rights over other foreigners who may be in the same country. As such, being registered is a necessary part and first step in the process that confers this status on an individual who then has access to the rights. Refugee status ensures protection from refoulement – involuntary or forced return of refugees who have a well-founded fear of persecution, from which refugees are protected under customary international law – and from arbitrary arrest and forcible recruitment. Registration also ensures access to basic rights, assistance and services, and is an important tool for tracing and family reunification. Registration is equally important in identifying appropriate durable solutions for individuals and recording the aspirations of refugees and asylum seekers regarding their preferred durable solution.

In this context, registration remains the responsibility of the government concerned, with operational support from UNHCR, whose mandate for the international protection of refugees involves responsibilities with respect to registration and refugee status determination. The role of registration is to capture the entire population consisting of refugees or asylum seekers – even though they may not be in need of material assistance – as it relates to their legal status.

Registration in an IDP Context

Being an internally displaced person (IDP) does not grant a legal status. IDPs have not crossed an internationally-recognised State border, and are mostly nationals or habitual residents in the country of displacement. They have rights in the same manner as other nationals who are not displaced. Thus, registration policies and processes in respect of refugees cannot be applied uncritically to IDP situations. The government is responsible under their national law to decide whether or not to register IDPs and for what purpose. In some IDP situations, the government may determine criteria for giving IDPs a distinct status and pass laws regulating who is an IDP and what rights and services they can expect. The international community has a role in working with the government to make sure that government criteria abide by the *Guiding Principles on Internal Displacement*. An international agency may assume an operational role in support of the government where the latter does not have sufficient capacity to carry out the task.

▶▶ *For more information on the IDP Guiding Principles, see the Reading and References section at the end of this chapter.*

One of the purposes of IDP registration in the humanitarian context is to establish the identities of those IDPs falling within the scope of the humanitarian operation, based on specific objectives or needs. For example, registration may take place for all IDPs who have specific needs and who are in need of further care, or all IDPs in a camp may be registered to establish a list of beneficiaries. Registration data is used in the camp planning and set-up phase to contribute to camp layout. Registration information helps communities stay together and thus contributes to community cohesion, community organisation and coping capacity.

Registration in a camp setting can also be used to identify capacities and skills among the displaced population. This information can be especially useful to the Camp Management Agency in the planning of community participation, including identifying those who could be involved in camp governance, technical projects, camp committees, working groups and training schemes.

As different agencies with a variety of mandates and projects in the camp may have an interest in registration information, it becomes extremely important to coordinate registration activities and to ensure that IDPs are not subjected to multiple registrations by different agencies for different purposes. If there is a national law governing who is an IDP, registration remains the responsibility of the State concerned, with various agencies registering or obtaining data for a subset of the population for their specific mandate and/or needs.

⚠ **Challenges with Registration – Voice from the Field**

"One of the challenges we've had in the camps is ensuring accurate beneficiary lists. The camps are in close proximity to the town, which makes for an extremely fluid population. Newly displaced persons register in the camp but actually live with host families, and others originating from the town come to the camp with the excuse that their identity card got lost during flight. This has all resulted in the registered camp population being considerably higher than the population actually residing in the camp. In the absence of a functioning strategy to address this issue, there has been a decreasing level of trust in the numbers, and there has been tension with several activities we've undertaken. ▶▶

Several operational partners have also carried out their own registrations, and issued separate ration cards as the basis for their assistance. This again has resulted in inequality, which has exacerbated the tensions. Below are some lessons learned:

- Registration is the base of all camp activities: it is of primary importance and needs to be prioritised.
- Registration needs to be carried out by well-briefed personnel and using tested and approved methodology.
- Reasons for inevitable inaccuracies in numbers need to be clearly communicated to all operational partners and the camp population.
- The Camp Management Agency should advocate strongly for all operational partners to use the same registration data.

PROFILING

Profiling is a method of collecting the characteristics of the population in an aggregated manner which can be generalised to the entire population. The objective of profiling is primarily to obtain baseline information and subsequent overview of the population to allow, for example, for better targeting of assistance or understanding of the dynamics among the communities. As indicated above, registration data can be a basis for obtaining a profile of a population. However, if the objective is to obtain the general characteristics of the population only, there are many other methods that can be used: both quantitative methods – such as estimation or surveys – and qualitative methods – such as key informant interviews or participatory assessment. These methods are outlined and described below.

Refugee Profiling

This is often done based on the registration data if the overall registration data exists. However, other profiling methods are also used, depending on the particular situation or in order to obtain a more in-depth analysis of the dynamics within the refugee population.

IDP Profiling

IDP profiling has been defined through inter-agency agreement. The Global Protection Cluster has endorsed *Guidance on Profiling Internally Displaced Persons*, which indicates "the collaborative process of identifying internally displaced

groups or individuals through data collection, including counting, and analysis, in order to take action to advocate on their behalf, to protect and assist them and, eventually, to help bring about a solution to their displacement". An IDP profile is an overview of an IDP population that shows, at a minimum:

- number of displaced persons, disaggregated by age and gender (even if only estimates)
- location(s) – place of origin and place of displacement.

This is understood to be 'core data'. Wherever possible, additional information might include, but not be limited to:

- cause(s) of displacement
- patterns of displacement
- protection concerns
- humanitarian needs
- potential solutions for the group/individual, if available.

The methods for profiling range from desk review, estimation, surveys, registration and focus group discussions to key informant interviews.

KEY ISSUES

ROLE OF THE CAMP MANAGEMENT AGENCY IN REGISTRATION/PROFILING

In a camp setting, registration and profiling are fundamental tools for effective camp management, as they provide the basis for planning programmes, providing assistance and ensuring protection in the camp. In camps where agencies conduct humanitarian activities, it is necessary to both

- determine the size and characteristics of a particular group of people being assisted to better target intervention (profiling)
- identify beneficiaries eligible for assistance (registration).

Roles and Responsibilities in Refugee Camps and IDP Camps
Refugee Registration
Registration by the government/UNHCR is needed for both confirmation of refugee status and subsequent assistance delivery. As such, registration activities are led by the government/UNHCR and supported by Camp Management Agencies

and various other agencies on the ground that provide assistance and humanitarian intervention. In most cases, there would be different types of documentation issued as a result of a registration which can be broadly divided into:

- documentation that confirms the status of the refugee, such as an identity card or attestation letter
- documentation that confirms entitlements for items such as a ration card or health card.

The first type of documentation is issued by the government/UNHCR, whereas the second type of documentation can be issued by various agencies providing humanitarian intervention. Camp Management Agencies can play a role in harmonising the various requirements of entitlement cards among assistance-providing agencies, so that the refugees do not need to carry multiple entitlement documents.

Registration data should be continuously updated to reflect the changes in the refugees' lives – including births, deaths, departures or changes in refugee status – and Camp Management Agencies have a role in ensuring information related to changes are channelled and data are kept updated.

Refugee Profiling
As indicated above, profiling occurs using the existing registration data in many cases. However, this does not exclude other profiling methods to be used in the camp setting by the Camp Management Agency, as well as those providing protection, assistance and other services to better understand the population. Age, gender and diversity-sensitive participatory assessment may be one of the ways to gather additional and in-depth information on a particular subset of the population. However, any additional profiling exercise should be coordinated carefully and in advance with the government/UNHCR – as well as all partners involved in the camp – in order to reduce overlaps and maximise the exercise result for the various agencies.

IDP Registration
In contexts where the 'cluster approach' has been activated, and as outlined in chapter 1 of this Toolkit, there are three levels related to Camp Coordination and Camp Management (CCCM):

Camp Administrator – (government authorities)	normally, the government who administers the various camps within a country or a region
Camp Coordinator – (Cluster Lead Agency)	International Organisation of Migration (IOM) in natural disaster situations and UNHCR in conflict situations –which ensures inter-camp coordination
Camp Manager (NGO at camp level)	agencies responsible for the day-to-day management of camp activities and coordination within a single camp.

If an overall country-level framework with the government exists, the procedures for camp registration would follow the framework.

In the absence of a framework, at a minimum, registration is required for accountability purposes to identify the beneficiary population for assistance delivery and interventions. In this situation, Camp Coordination Agencies are responsible for ensuring that registration takes place in the camp in cooperation with the government, following minimum standards. This responsibility will usually be shared with the Camp Management Agency, and can be delegated to other agencies or NGOs. In some situations, where UNHCR or IOM are not present to meet this responsibility, it will be the responsibility of the Camp Management Agency to undertake registration or to drive forward the registration process.

Documentation issued following IDP camp registration would normally be those which confirm entitlement, such as a ration card or health card. The entitlement cards can be issued by the Camp Coordination/Management Agency together with WFP and other assistance-providing agencies.

> ❗ In the interests of effective coordination and information management, CCCM cluster partners generally advocate for inter-agency registration of IDPs in camps, which involves the government, the Cluster Lead/distribution agencies, service agencies and Camp Management Agencies. It is important to coordinate among agencies and to aim for a common entitlement card rather than different agencies issuing different cards.

As with refugee registration, it is preferable to continuously update the data to ensure that changes in the IDPs' lives are accurately reflected.

IDP Profiling

At the country level, IDP profiling should be lead by the national authorities, wherever appropriate. Where the government is unable or unwilling to assume this responsibility, it is the role of the United Nations Resident and/or Humanitarian Coordinator to initiate a profiling exercise, in consultation with the Country Team.

At the camp level, the initiative can be taken by Camp Management Agencies – in consultation with the Sector/Cluster Lead Agency and the national authorities – to obtain better information on new or evolving IDP populations in their area. The main point is that profiling should be a commonly agreed-upon process among the various involved actors, although this does not rule out separate needs assessments by different agencies for their particular purposes.

Summary Table of Primary Responsibility

SITUATION	REFUGEE SITUATION	IDP SITUATION
Country-wide Registration & Documentation	government, operationally supported by UNHCR	if applicable for a particular country: government, operationally supported by international agencies
Camp Registration	government, operationally supported by UNHCR	Camp Administration (government), operationally supported by Camp Coordination Agency (Sector/Cluster Lead Agency)
Country-wide Profiling	government, operationally supported by UNHCR	government and/or United Nations Resident/Humanitarian Coordinator to initiate in consultation with the Country Team
Profiling in camps	Camp Management Agencies and other service-providing agencies, in close coordination with the government and UNHCR	Camp Management Agencies and other service-providing agencies, in close coordination with Camp Administrator (government) & Camp Coordination Agency (Sector/Cluster Lead Agency)

REGISTRATION METHODOLOGIES AND PRINCIPLES

Whether it is in a refugee camp or IDP camp, once a decision has been taken to register, the registration methodology in the camps do not differ greatly. Below is a basic outline of registration methodologies and key principles:

Registration activities in the camps would mainly be composed of three key elements or stages:

I. Registration
II. Issuance of Documentation
III. Updating of Registration Data (Continuous Registration)

I. REGISTRATION

Registration can be conducted either at the family/household or individual level. Normally there is a phased approach, with family/household-level registration taking place initially, followed by individual registration, if necessary. In some situations, due to the requirement of the operation or the objective of the exercise, individual registration may take place directly without a family/household registration taking place.

If family/household registration is to take place first, it needs to be ensured that those with specific needs are registered individually from the beginning so the proper follow-up can be conducted – for example, separated or unaccompanied minors within a family.

▶▶ *For more information on specific needs, see chapter 11.*

Specialised training may be needed for registration staff to be able to identify the groups at risk. It is essential that cooperation is sought from agencies with a specialised focus and already-trained staff.

> **❗ Unaccompanied and Separated Children**
> Unaccompanied and separated children are more at risk than others. Caution needs to be taken in particular with their registration. If the purpose of conducting a registration is not communicated properly, the registration can be subject to misunderstanding and abuse. Non-genuine cases may be reported when families separate willingly from their children, hoping they will receive better care in special programmes. The Camp Management Agency may receive information on these children through their day-to-day work with the displaced persons. They should report these cases immediately to the relevant child protection agencies operating in the area. The Interagency Form (2003) and the Rapid Registration Form (2004) used to register unaccompanied and separated children can be found in the tools attached to this chapter.

Registration is composed of the following phases of preparation and implementation:

Phase 1: Preparation
This phase includes:
- setting up coordination mechanisms
- consolidating existing baseline information
- training of staff
- setting up logistics
- conducting information campaigns.

Phase 2: Fixing the Population
(defining the extent of the population to be registered)
This phase ensures:
- that there is an overall maximum number of people to be registered during this particular exercise
- that the registration phase is adjusted based on the result of the fixing phase.

Phase 3: Registration
This phase includes:
- registration of the family or individual
- the provision of documentation.

Phase 4: Data Entry and Analysis
This phase ensures:
- data are entered electronically
- creation of lists for various purposes
- conducting an analysis (profiling) of the registered population.

Each of these phases in the registration process is described in more detail below.

Phase 1: Preparation

> **❗ Information and Planning in Sudan**
> Close cooperation with IDPs and all the agencies involved in the camp was sought for planning and carrying out of a massive head count and registration in an IDP camp in Sudan – with a population of 93,000. Before starting the exercise, two months were spent on a continuous public information campaign, as well as training of functionaries and setting up of infrastructure.

Coordination

Registration can be costly – both in terms of material and human resources – and requires tremendous logistical preparations. National authorities and Sector/Cluster Lead Agencies – UNHCR as Camp Coordination Agency for refugee matters as well as IDPs in complex emergencies and IOM as the Camp Coordination Agency for IDPs in natural disaster settings – should at all times have overall managerial responsibility, be responsible for the master lists and the storage and safe-keeping of data. Service providers present in the camp should be encouraged to participate directly in the registration process and/or facilitate the process by making available personnel and necessary facilities such as latrines, water points and registration booths.

Participation

The government authorities and Sector/Cluster Lead Agency should ensure that the objective for the exercise is clear and obtain input from other agencies working in the camp. Different stakeholders each have their particular interests in registration and the collection of data. For example, service-providers may need lists for supplementary feeding programmes, immunisation and distribution of non-food items (NFIs). Multiple registrations should be avoided, as registration exercises restrict people's movement, interrupt ongoing economic activities and cause anxiety among people fearful of being passed over.

Displaced populations should be involved in the registration process as much as possible and from the very beginning. Displaced women and men should take part in designing the registration process, disseminating public information to fellow camp residents and monitoring access to registration. It is especially important that women take part in decision-making regarding responses to security risks pertaining to women and girls during any registration process. Planning

should take into consideration special arrangements for people with reduced mobility and for those not present during the registration. Planning for registration always requires developing a follow-up system for people arriving late.

> **❗ Women and Girls**
> Women can have greater difficulties gaining access to registration. It is thus extremely important to involve them in the design of the registration/verification exercise. Gender-specific roles may discourage women from taking part in the registration process, or men may prevent women from participating. Unregistered women and girls may be deprived of assistance and protection and consequently become more vulnerable to exploitation and abuse.

Information to Collect

Information collection is time consuming, and it is essential to remember that the more information one collects, the more time is required. Time is always scarce in the earliest stages of an emergency. For the initial registration during emergencies, it is therefore often recommended to plan for a rapid household registration to ensure that food and essential services provision can start for the displaced population as soon as possible.

> **❗ Minimum information requirements at the household level in an emergency are:**
> - date of registration
> - names of male and female heads of households
> - gender of the heads of household
> - date of birth or age of the heads of family
> - household or family size
> - location and camp address
> - each family member recorded by gender and age group
> - area/village of origin
> - specific needs within the household
> - consent of family to share data

Employment of Temporary Staff

Care should be taken when employing staff for registration. It should include camp residents as well as people from the local community in order to share job opportunities. The staff should always include a sufficient number of females. A registration exercise employs many new staff, and different agencies are required to work together. It is essential that roles and responsibilities between the various functions are clear and that staff are trained to conduct this specific exercise.

Timing of Registration Exercise

Be aware of any cultural or religious days or events on which registration would be inadvisable. Likewise, ensure that registration does not clash with other interventions such as food distributions or vaccination campaigns. The registration venue or the fixing venue should be central, but at a distance from crowded places such as market areas.

❗ Consolidating Existing Baseline Information

Registration exercises cannot be conducted without minimum information on the approximate size of the population and the dynamics within the camp and surroundings. It is essential to consolidate existing baseline information prior to the exercise in order to better plan.

It is often the case that first registrations are carried out by WFP or their partners doing food distribution. This data can be used as basis for further registration activities. Community leaders often have their own lists of new arrivals, which could be considered as a starting point for a registration exercise. Community and committee leaders could assist in the identification of persons with specific needs prior to a registration. However, community leaders do not always act in accordance with the common interests of their own community, and their impartiality needs to be objectively scrutinised to avoid frustrating the planning phase or disadvantaging certain groups. Lists submitted by committee or community leaders can never eliminate the need for a registration exercise. Local authorities – who may maintain lists – are often approached by newly arriving IDPs or asylum seekers for registration.

▶▶

When pre-existing distribution lists from community leaders are not available as a starting point, it is necessary to make an estimation of the number of displaced people to be registered. This estimate is important for planning purposes, as it determines the necessary amount of staff, vehicles, material purchase and other logistical issues. An estimate can be achieved through extrapolation or in some cases, aerial photography. Extrapolation can be done through calculating the total area of the camp while counting shelters within a certain fraction of the camp. A variation in population density and the existence of empty shelters must be taken into account when using this method. Aerial photography of a camp can also be used to count shelters. A minor ground survey should determine the average family size per shelter and the average percentage of empty shelters.

Public Information Campaign

Leading up to and during a registration, the clear and systematic dissemination of information is critical and an essential element to the success of a registration exercise. In order to reach all camp residents, proactive information campaigns are an absolute necessity. All displaced people have a right to know what is being done on their behalf. Transparent and timely information to the community is key to ensuring a registration's success. Accurate information will reduce anxiety, avoid misunderstandings and contribute to smooth cooperation.

Properly trained staff hired from amongst the displaced should travel to all corners of the camp to spread the message, using different methods and channels which resonate with the community. Therefore, they need to be trained to respond to the cultural and traditional ways of the community in order to have maximum effect. These communicators are essential in order to inform, answer questions and encourage participation – particularly that of females. In addition, communicators are required to downplay unrealistic expectations and to address any misleading rumours.

> **❗ Information to the community should always make clear:**
> - why the registration is conducted and based on what criteria
> - with whom the collected information will be shared
> - who will be registered (individuals/households)
> - that people have a right not to register, and understand the consequences of not registering
> - that registration is free of charge
> - that registration is open to all groups, regardless of sex, ethnicity, age, religion and all other characteristics, as long as they match the criteria
> - how complaint procedures work
> - the time, venue and process, including methods and materials.

Information can be disseminated through radio, meetings and leaflets/posters at mass gatherings, through religious institutions, at water points, schools and marketplaces among other frequently visited public areas. In addition to the proactive campaign, all information concerning the upcoming registration should be posted where visible, such as outside the Camp Management Agency's office.

Timing is important. Avoid giving notice too late, as people may have to plan in advance to attend registration, but avoid making the announcement too far in advance, as people may forget important details. If fixing is planned as part of the process, information on the actual date for the fixing must be given at the very last moment just before the exercise in order to minimise fraud – for example, by borrowing children from other families in order to enlarge the household. However, the need for this element of surprise should be communicated to residents.

Camp Address

The Camp Management Agency has the responsibility to establish an address system in camps. Displaced people have the same right to an address as everyone else. An address makes it possible for the displaced to communicate and for others to communicate with the displaced. Further, it is necessary to be able to ensure appropriate protection and assistance, as well as follow-up on specific needs. By having a proper camp address system, the process of fixing, registration and verification become easier to manage.

Phase 2: 'Fixing' or Identifying the Population to be Registered

The term 'fixing' is used to describe a process which aims to temporarily 'freeze' or 'fix' the camp population size for the purpose of registration. There are various ways of conducting 'fixing'. There may be lists which can be used as a starting point – for example, WFP and other food distribution agencies may have distribution lists, or community leaders may have a list of displaced persons in their community. When pre-existing distribution lists are used as a starting point, it is essential that there is an additional process of how to decide and fix those who are not on the list. This is very important, as not all displaced persons are entitled to food rations or may have been registered by the community leaders. Alternatively, if a camp address system exists, families can be fixed against camp addresses lists.

In the absence of a pre-existing list, fixing can be conducted by handing out tokens or by using tamper-proof wristbands, which will be removed when being registered. The fixing token is normally given to the representative of the household after a visual confirmation of the number of persons in the household during the fixing phase. In the first registration phase, only one representative of the household would need to show up, leaving other family members to continue with daily tasks. The wristbands are used for every individual. Later, in the second registration phase, all individuals would need to show up for the registration. The wristband should not be tampered with, and any broken wristbands are not accepted for registration.

Fixing can be organised either centrally or by house-to-house visits. Camp residents can be requested to come to a designated point within the camp. While passing through the point, each member of the household will be marked individually with indelible/invisible ink and receive one token or be wrist-banded. This exercise can be conducted without constructing a specialised infrastructure, such as the use of existing schools or food distribution centres. Alternatively, a large number of staff could conduct house visits, fix the population and perform a head count of the number of persons in each shelter. This method is particularly valid in locations with a proper camp layout and functioning address system. This method, however, requires a large number of staff to conduct the house visits rapidly. The fixing should be completed within a couple of hours, and maximum within one day to avoid unnecessary waiting and to limit the possibility of fraud and double-fixing. Each fixing point should have a supervisor to oversee the process and control the fixing tokens and/or wristbands. Mistakes made at this stage are difficult to correct during the registration.

Despite all preparations, the number of residents may increase prior to any registration exercise. Individuals from neighbouring camps or villages may try to present themselves at the time of fixing. For this reason, it is sometimes necessary to conduct fixing simultaneously in several camps that are close to each other to reduce the pull factor. Although attention needs to be paid as to their objectivity, community leaders can sometimes help to verify eligibility of displaced persons from their own home areas. At the end of a fixing, depending on how fixing tokens are organised, an overview of the exact population size, as well as division between gender and age groups will be available. Whether using fixing tokens or wristbands, it is advisable to use harmless fixing fluid like indelible or invisible ink in conjunction in order to avoid double-fixing, which can be used on hands or fingernails for adults, and on the ankle for babies and small children. Whatever the method, fixing needs to be done rapidly to avoid multiple registration. However, "marking" individuals with ink or any kind of fluid may be misinterpreted or considered to be against traditional customs, and there may be fear that the fluid could have harmful effects. This and similar methods must be discussed with and explained to the community prior to its use. Also, keep in mind that indelible and invisible inks – including a UV lamp needed to see the invisible ink – are speciality products which would normally need to be ordered from abroad, and sufficient time needs to be allocated for them to arrive on the ground.

> **❗ Persons with reduced mobility** require special attention. Bed-ridden persons or persons with disabilities should be fixed by mobile teams to ensure inclusion in the registration. Mobile teams must roam clinics and individual shelters to fix those persons. It is necessary to liaise closely with health agencies and community leaders in advance for the fixing exercise.

> **❗** Depending on the climate, it is important to ensure some protection against rain, heat or cold. Shade needs to be provided in a warm climate, and heating in cold areas. Access to water and latrines needs to be in place at every fixing point.

Phase 3: Registration

Registration Method

After the population is fixed, the actual registration can start. In order to reduce to a minimum the time people have to wait in line, registration should be conducted by camp addresses – such as block, sector or camp zone – or alternatively, by fixed family sizes. Households with older people and infants should be given priority attention or have a separate queue.

Registration requires registration offices or registration points, which can be as simple as a registration clerk behind a desk in the open air. Only persons verified to be physically present – and fixed – in the camp should be registered. Meanwhile, mobile registration teams will move around to register individuals unable to show up due to disability, sickness or old age.

When organising registration without a previous fixing, only those physically present on the registration day should be registered. The list of people who cannot come to the registration point should be provided either by the health centre or through the leadership in advance of the exercise.

At each registration point, a staff member should be available to answer questions, explain procedures and organise the waiting area. All staff should be identifiable at all times, wearing, for example, T-shirts, caps or vests and displaying their ID cards.

> ### ⚠ Ensuring Access to Registration- Voice from the Field
>
> 'During registration in Banda Aceh, it was made known to the Camp Management Agency that the authorities would not register a single female-headed household as a 'household'. If the single female had a son, then they would be registered as a household in the son's name. This meant that in government registrations there was no record of single female-headed households, which had implications and led to discrepancies between government information and data from other sources.'

II. ISSUING DOCUMENTATION

On completion of the registration, documentation may be issued to the head(s) of the household, or in some cases, each individual. Depending on the situation and circumstances, the documentation may be an entitlement card – such as ration card – and/or registration card.

If the situation allows, and following consultation with both men and women, it may be desirable to issue entitlement cards – especially ration cards – to the female head of household, as even among families with male household heads, women remain largely if not solely responsible for food preparation and distribution. Women and their children may face difficult times if the husband leaves, taking the family ration card along or if the husband does not have the interests of the family in mind. In cases where this is not acceptable culturally, the entitlement card should indicate the names of both heads of family/household to promote gender equality and to ensure equal access to the card.

> ⚠️ **Camp Registration Cards**
> Camp registration cards may be issued to camp residents to confirm their residence in addition to entitlement/ration cards. This may be useful, for example, when not all residents of a camp are entitled to food assistance, but rather to other assistance such as education or health. The need for a camp registration card must be assessed on a case-by-case basis. This requires an analysis in any given situation of both the positive and negative implications that the issuance of such a card would have. The camp registration cards should not be confused with ID cards or status documentation which confirms the status of a person – such as protection letters or attestation letters – issued by government/UNHCR to refugees/asylum seekers as proof of their refugee/asylum seeker status, or by the government confirming that the person is a national of their country.

Information that goes on any card would need to be assessed on a case-by-case basis, as each situation demands a different set of data. However, the card should not contain any information which unnecessarily provides confidential information – such as health information – or puts the displaced person in a vulnerable situation by including information on ethnicity in certain contexts. In respecting the privacy of the individual/family, it should also not contain more information than is necessary for the purpose. In some instances, for protection purposes, the registration number should be printed on the card instead of a person's name or other personal information – which then would be used together with the database.

In other situations, cards may contain the following information:

- names of the heads of family (in some cases, all family members)
- camp location and/or camp address
- household size and number of children under age five
- date of issue
- issued by (agency/name of staff)
- expiry date (preferably a cycle of six months to one year)
- programming information (such as health and nutrition or age group)
- information on certain specific needs within the given family (such as physical disability, mental disability, separated child or older person).

Registration Fraud

As registration normally provides access to entitlements, it will be prone to attempts of fraud. For example, fake camp registration cards or entitlement cards might be produced and start to circulate. People might borrow family members from the host community or neighbours to inflate their household size. The Camp Management Agency should develop consistent routines for updating records and replacing lost or damaged camp registration cards and entitlement cards. People may try to register under false names, making cross-checking with other lists futile. Well-organised fixing is key for the success of all registrations. On-going information campaigns and welcome centres for new arrivals might help limit fraud or illegal transfer of cards.

> ### ⚠ How Many Children? Voice from the Field
> "Expecting to receive more food or NFIs, household heads may not always stick to the truth when giving information about the size of their family. Four children can suddenly become six. To verify family membership and set-up can be particularly challenging in situations of displacement when documentation and ID cards get lost. In one country, it happened that refugees took street children from the capital to the camp in order to register them as their real children. If they succeeded, the children were soon removed again, left somewhere in the middle of nowhere – they were no longer needed. Luckily, most of these cases were exposed by Registration Officers on duty at the time."

🔺 Empty Shelters? Voice from the Field

"'According to the site leader, about 25 families are keeping additional family cards, despite their relatives having left the site. This enables them to have continued access to empty shelters and still claim assistance during distributions. The IDP leader said he tried at one point to count the empty shelters, but had been stopped by other site members. They told him that the shelters weren't empty, that their relatives had only left the site for work and would be back again in the evening. Now we see materials from the empty shelters are being looted as well."

At the planning stage of each registration exercise, an analysis should be conducted on the potential weak points of the plan. This should incorporate ways to prevent fraud involving staff. For example, frequent rotation of staff and clear division of responsibility would help reduce fraud. It would also avoid putting refugees or the local population hired temporarily for the registration exercise in a position of authority, such as issuance of entitlement cards or collecting registration data. Strong supervision and a clear complaints mechanism are some important components.

> ❗ Regrettably, instances of fraud involving staff also have been reported in many past registration exercises. This can involve the inclusion of ineligible persons, the inflation of family size or the wrongful issuance of entitlement cards in exchange for favours or bribes. Staff need to be informed that there is no justification for misconduct and of the consequences that inappropriate behaviour will have. All staff, including those hired for this purpose only, must sign a code of conduct and this message should be clearly passed on during the registration training.

The complaint mechanism with a follow-up procedure, preserves the dignity of the displaced persons by allowing them to actively voice their complaints. By establishing a complaint mechanism, the agencies are accountable for mistakes that can happen and signal their preparedness to rectify them. In camp situations and immediately after displacement, the population is often most vulnerable

and the likelihood of the displaced being intimidated by a registration process the highest. The complaints mechanism constitutes one way to ensure the humanitarian agencies' accountability towards the displaced persons.

Efforts should be made to establish procedures for people to file complaints, report persons who allegedly missed out, or to report misconduct of registration staff. Also, people should be encouraged to make suggestions for improvements. Complaint procedures must incorporate appropriate procedures for effective follow-up.

> **❗ Complaints procedures should:**
> - include a standard complaints form, but review all complaints received, regardless of format
> - give persons submitting a complaint an opportunity to identify themselves – to the management, at a minimum – whilst respecting their anonymity, should they fear retaliation
> - include provisions to submit complaints through a staff member other than the one about whom the complaint is made
> - ensure that complaints are submitted directly to the registration manager, or other staff member with oversight responsibilities for registration and related activities
> - encourage anyone to report misconduct in registration-related activities; such an opportunity must exist to do this anonymously, which will allow for the agencies' attention to be drawn to the occurrence of certain problems otherwise not revealed.

▶▶ *Establishing a complaint mechanism is an essential activity for Camp Management Agencies. For more information, see chapter 3.*

Safety Considerations

Safety of staff as well as of the displaced community needs to be considered in every step of the process. It is important to prepare contingency plans for efficient crowd control and to provide clear instructions to all participants in the registration exercise on how to deal with aggressive crowds or agitated persons. Proper information sharing prior to any exercise is crucial to avoid confusion and potentially disruptive crowds. Equally important is the availability of sufficient services. Insufficient drinking water, lack of shade or shelter from rain

may increase irritability and tensions. Lacking adequate facilities could thus compromise staff safety. Also, insufficient breaks, food or refreshments for staff can disrupt a registration exercise or even jeopardise both staff and displaced persons' safety.

Phase 4: Data Entry and Analysis

In coordination with key stakeholders, data collected during the registration may be computerised and entered into a database. The database can be a simple Excel sheet, an Access database – which has licensing implications – or other types of customised databases. In many situations, the capacity on the ground to maintain the database needs to be assessed closely before deciding on the design. Excel sheets are easy to maintain and in many countries their use is well-known.

The database will help sort and analyse demographic information, and can provide tally sheets for the purpose of distribution. A database gives an accessible overview on camp residents, can generate aggregate data used for planning and programming purposes and can be updated to maintain accuracy.

Having one database per camp and one central register facilitates the verification of double registration in more than one location. Stolen or lost cards can easily be cancelled through this system as well. A database can facilitate the use of more advanced registration methods, such as the use of digital photos. Geographic Information System (GIS) technologies can facilitate the analysis of collected information, such as a demonstration of the relationship between camp density and availability of infrastructure. Only authorised persons should have access to the data – as noted below in the section on data confidentiality and data sharing – and strict routines for creating backups need to be established.

> **❗** Be aware that GIS mapping of individuals with specific needs may put people at increased risk. Information that is mapped needs to be carefully vetted. However this does not exclude the collection of GIS data for key camp points or mapping at the block/community level, which does not pinpoint the whereabouts of more vulnerable individuals in the camp.

Data Confidentiality and Data Sharing

As the registration involves recording data on households and individuals, all processing of registration information should strictly adhere to data protection principles and the individual's right to privacy. Registration data must be properly handled and stored to avoid access by unauthorised persons.

The number of staff handling the registration information should be limited, and the agency in charge has the overall responsibility for the safekeeping of collected information. Both confidentiality and protection concerns need to be kept in mind when sharing information with other agencies and authorities. This needs to be discussed and agreed in advance with various agencies taking part in the camp registration exercise in order to avoid misunderstandings later. In addition, the actual registration should provide as much privacy as is realistically possible. For example, there should be sufficient distance between those being registered and the queue of people waiting, so that personal issues raised are not overheard by all.

Specific information on any population or group of people, in particular in conflict environments, can be gravely misused and must be kept safe from ending up in the wrong hands. Persons who have fled from persecution and/or situations of violence and conflict will have especially legitimate concerns for their identity and whereabouts to be protected. Hence, in any registration planning, the protection of information on individuals must receive the highest consideration. It must be taken into consideration at all times what information is processed, for what reason, in what format and for how long will it be kept.

▶▶ *For more information on information management and confidentiality,*
See chapter 5.

III. CONTINUOUS REGISTRATION IN THE CAMP

If registration is to be chosen as an activity, planning should also include provision for 'continuous registration' which aims to keep all registration information obtained updated on a continuing basis. Personal and/or family circumstances change over time with newborns, marriages, deaths or returns. Any information on an individual or family basis must be up-to-date if it is to be used to aggregate population numbers or profiles. Continuous registration can also be implemented as part of verification and a regular and frequent part of monitoring. Food distribution can be used for spot checks of those coming to receive food. If the population changes are too significant to keep pace with, a verification exercise may need to be planned to reconfirm the camp residents against

the master list/database. Once a displaced person or a household/family are confirmed as no longer living in the camp, their entitlement cards should be cancelled and their records closed.

This can be a challenge, but if implemented correctly, it will make optimal use of existing resources to achieve the highest possible accuracy and timeliness of registration information.

> **⚠ Verification Activities**
> Finding out why people do not show up for food distribution should be part of verification activities, and is an important protection activity.

New Arrivals
New arrivals in the camp should go through a similar process of registration. They should be issued documentation by the competent authority/agencies as indicated above. New arrivals should be cross-checked for records at other camps or at any other distribution point by camp management staff. This can easily be done if a database has been set up. It is essential to establish an agreed procedure with all agencies on how to deal with "spontaneous arrivals" that arrive directly in the camp. The procedure should also be known to the camp residents, so that when their friends and relatives arrive, they can inform them of the proper procedures to get registered.

> **⚠** In a mass influx situation where proper registration of new arrivals is not feasible, reception centres should be established to 'fix' (define) new arrivals and avoid labour-intensive head counts afterwards. This can be part of a screening process in cooperation with healthcare providers. Already existing leadership structures could be helpful at this stage.

Deregistration
Persons who permanently leave the camp or are deceased no longer have entitlements to assistance and should be deregistered. In practice, families rarely report departure or death as they hope to continue to receive assistance with

the card of the departed or deceased person, or sell the entitlement card.
To enable better reporting of deceased persons, the distribution of burial cloths or provision of other forms of burial assistance to the household in question could assist. The Camp Management Agency may undertake this responsibility.

In relation to people leaving a camp, some prefer to hold on to their documentation as an insurance to be able to return and not lose access to assistance and services. In the process of deciding to return home, families may send some members ahead in order to assess security conditions and availability of housing and livelihood before returning with the entire family. It is important to be sensitive to these motivations and make a proper assessment before deregistering persons who have left.

In case of large organised return movements or population transfers, deregistration is less problematic and will be integrated in the transportation operation. Deregistration can also be done in conjunction with distribution of return kits or packages, or payment of return cash stipends.

PROFILING METHODOLOGIES AND PRINCIPLES

The profiling methodologies listed below are a summary from the *'Guidance on Profiling Internally Displaced Persons', Provisional Release*. While the methodologies have been compiled specifically for IDP profiling at a country/regional level rather than camps, the methodologies listed can be applied to camp situations and refugee profiling as well.

Desk Review

Desk review is a useful first step. It aims to obtain a view on what information is available, sufficient, outdated or simply non-existent. It also shows where the main information gaps lie and where to prioritise more data gathering. It should review both locally and internationally available information to the extent possible.

Quantitative Methods

In most cases, these methods either collect data on the whole population or part of the population in a way that the results can be extrapolated to generalise about the whole population.

Rapid Population Estimations

Rapid population estimations are suitable for estimating the numbers and basic characteristics of the population in a short period of time – for example, when the situation is still unstable and there are movements. Some methods can be used where ground access is not possible. However, in principle, ground access is needed to obtain more accurate population estimation. Best used in a well-defined geographic area, additional information needed to capture the characteristics of the population can be obtained during the estimation exercise.

1. *Area Survey Using Aerial/Satellite Imaging*
   Used for a broad picture of an ongoing movement to estimate numbers or see what it is that people are fleeing from – and where they are moving to. Particularly useful when speed is of the essence and access is difficult or non-existent.

2. *Flow Monitoring*
   People are counted while passing a given point – such as a crossroads, bridge, ford or mountain pass – either throughout the movement (comprehensive) or with enumerators returning to the same spot at certain times of the day or week (spot). Useful for estimating numbers during a mass movement of people, such as during an exodus from a given area or a return movement.

3. *Dwelling Count*
   Counts the entire number of huts in a given area to obtain an estimated overall number of the people in that area. Can be combined with a survey to obtain additional information on the residents.

4. *Head Count*
   Counts the entire number of people living in a given area. More labour-intensive in comparison to dwelling count.

5. *Dwelling/Head Count using Sampling Methods*
   Using sampling methods, counts a subset of the population or dwellings and extrapolates the results to estimate the overall population figure.

▶▶

Surveys

Household Survey

Consists of selecting a sample of part of the general population and generalising the results. Suitable for data collection at the household and individual level. The method is applicable when the population and ground conditions are stable, and allows for a wider collection of additional information. In camps or settlements, a household survey can be used to ascertain and/or collect additional data.

Registration

Profiles can be extracted from existing registration data. Once registration data is entered electronically, analysis can be conducted.

Population Census

Usually conducted by national governments in intervals of ten years. It covers the entire population of a country and besides individual data, a set of relevant socio-economic information is gathered for every household. For IDP situations, the profile of the population may be available in the national census information.

Qualitative Methods

Qualitative methods differ from quantitative methods in that their final outcome may not necessarily be expressed only in numbers, and their way of data-gathering does not need to adhere to statistical concepts. They complement the quantitative methods and are useful for the triangulation and interpretation of results.

Interviews

1. Focus Group Discussions

Focus group discussion is a group discussion with the aim of better understanding the population. It is necessary to discuss the same sets of questions with different segments within the population – for example, with male and female groups and with adolescents, adults, older people and people with disabilities – to ensure that different views existing within the population are captured as accurately as possible.

2. Key Informant Interviews

Key informant interviews are conducted for a very small number of pre-selected people who may hold relevant information. As with the focus group discussions, the diversity of the people is essential to obtain a representative overview.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The obligations, mandates and roles of the various actors involved in registration and/or profiling are agreed and understood, depending on the specifics of the displacement situation.

☐ There is inclusive participation in the registration/profiling process, including identifying the objectives of the exercise and the methodologies that will be employed.

☐ The camp population participate in and are involved in the planning, implementation, monitoring and evaluation of the registration/profiling process.

☐ A complaints and follow-up mechanism is in place, which helps ensure accountability to the displaced population.

☐ National authorities are given the support of the humanitarian community in fulfilling their obligation in the registration and/or profiling and documentation of displaced citizens in their territory.

☐ Registration/profiling information is used by the Camp Management Agency to inform the planning of effective programming, which provides assistance and protection to the camp community.

☐ Plans and resources are in place to update registration data on a regular basis, to ensure that it is accurate and relevant.

☐ The Sector/Cluster Lead Agency is working with national authorities to ensure that registration in the camp follows minimum standards.

☐ Cases of unaccompanied and separated children are reported immediately by the Camp Management Agency to the relevant child protection agencies.

☐ Service-providing agencies in the camp are encouraged to participate directly in the registration/profiling process and/or make personnel and necessary facilities available, such as latrines, water points and registration booths.

☐ Attention has been paid to the access of women and girls to the registration process, ensuring their safety, perception of safety and identifying possible solutions to their safety challenges.

☐ Rapid household registration is carried out in the early stages of the emergency to ensure provision of food and essential services as quickly as possible.

☐ Temporary staff from the camp and host community, including females, are trained and sign a code of conduct prior to employment.

☐ The registration has been timed to ensure that it does not clash with other significant activities.

☐ Existing baseline information has been collected and consolidated from local authorities, WFP and camp and community leaders, and, where necessary, estimates have been made.

☐ Clear and systematic public information campaigns are run prior to registration/profiling exercises.

☐ A methodology for conducting the registration has been chosen, including plans for 'fixing' the camp population prior to actual registration.

☐ Appropriate documentation has been selected, such as an entitlement card and/or registration card.

☐ Information on the documentation, which is disseminated, has been assessed in the light of confidentiality issues.

☐ Ways of preventing and responding to fraud have been considered, including fraud by camp staff.

☐ Data is stored safely and securely with due regard for confidentiality and with clear agreements on the sharing of data.

☐ Managing the registration of new arrivals has been planned for.

☐ Ways to manage and encourage deregistration when people leave the camp or are deceased have been planned.

☐ When profiling a displaced population, both quantitative and qualitative methodologies have been considered and employed as appropriate.

TOOLS

! Almost all the tools, publications and other documents referred to are available on the **Toolkit CD** attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Guidance on the use of standardised specific needs codes

- **Save The Children, 2004.** *Care & Protection of Children in Emergencies. A Field Guide.* www.savethechildren.org/publications/technical-resources/child-survival/SEPARATED_CHILDREN_CONTENTS.pdf

- **UNHCR, 2006.** *Address Systems for Refugee and IDP Camps – A Guidance Note.* www.internal-displacement.org/8025708F004CFA06/ (httpKeyDocumentsByCategory)/O3ODF8322BC46A3DC125723500047C334/ $file/Camp%20Address%20Prov%20Guide.pdf

READING AND REFERENCES

Judy El-Bushra and Kelly Fish. *Refugees and Internally Displaced Persons*
www.huntalternatives.org/download/40_refugees.pdf

Global Protection Cluster Working Group, 2007. *Handbook for the Protection of Internally Displaced Persons.* www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=search&docid=4790cbc02

IDMC, OCHA, 2007. *Guidance on Profiling Internally Displaced Persons. Provisional Release.* www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=updates&docid=47b5ad3a2

John Telford, ODI, 1997. *Good Practice Review. Counting and identification of beneficiary populations in emergency operations: registration and its alternatives.* http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5NULUQ/$FILE/rrn-count-sep97.pdf?OpenElement

UNHCR, 2002. *Designing Protection Strategies and Measuring Progress: Checklist for UNHCR Staff.* www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=search&docid=3dede7c21

UNHCR/WFP, 2004. *Joint Assessment Guidelines (with Tools and Resource Materials).* http://documents.wfp.org/stellent/groups/public/documents/ena/wfp038210.pdf

UNHCR, 2003 (provisional release). *Handbook for Registration. Procedures and Standards for Registration, Population Data Management and Registration* http://www.unhcr.org/publ/PUBL/3f8e93e9a.pdf

UNHCR, 2006 – Operational Protection in Camps and Settlements, A Reference Guide for Good Practices. www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=search&docid=44b381994

UNHCR, 2007 *Handbook for Emergencies* www.reliefweb.int/rw/lib.nsf/db900SID/AMMF-75TFLQ?OpenDocument

WFP, European Commission, DAN, 2006. *Desk Review: Estimating Population Size in Emergencies.* www.reliefweb.int/rw/lib.nsf/db900SID/JBRN-72BDLB/$FILE/wfp-coordination-Dec06.pdf?OpenElement