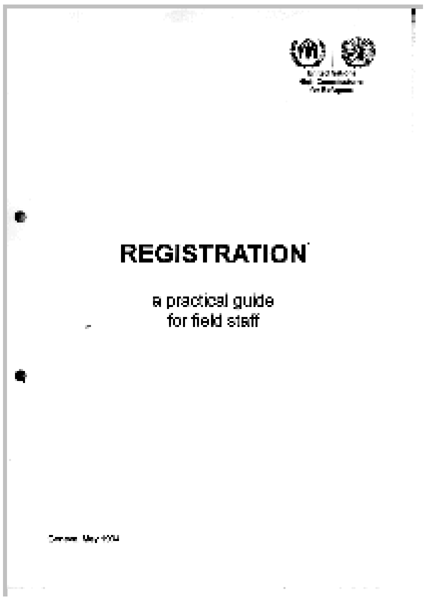
Registration Guidelines



PART 1: General Introduction

1. <u>Why the Guide?</u>

Most people who work with UNHCR have been involved, at some time or place, with the problem of collecting data about refugees who need protection or assistance. This usually involves 'registration' or recording information about individuals or families that will serve identification and programming purposes. There are many examples of valid systems for registration that have been put in place with varying degrees of success. Until now, there has been no systematic way to pool the experience gained to offer a set of approaches and tools which can be applied to varying scenarios. This is the purpose of this practical field guide. With advances in technology, the facilities offered through data processing and considering the continuing demand for efficient use of scarce assistance resources, the need has become all the more urgent.

2. <u>How it can be used</u>

This guide is not intended to present a set of rules or procedures which must be followed. Instead it offers ideas and techniques which can be consulted as a kind of 'toolbox' by staff working in the field. The methods described can be applied or adapted to various situations requiring information on the refugee population. The methodology presented in the guide is supported by a number of related measures: lists containing standardized supplies detailed in Part 5, availability of a roster of resource persons to assist in planning registration exercises in the field, training and a registration database.

3. <u>How can you contribute?</u>

Since this guide is intended for field workers, it is vital that it should keep pace with new developments and improvements that they bring. You can help us to build up a library of registration plans by providing reports on implementation and the lessons learned in varying scenarios. This sharing of information will be invaluable to colleagues wherever they may be.

PART 2: Registration Strategy

1. Why is accurate data about refugees so important?

1.1 As all field staff know only too well, no meaningful planning can take place unless we first determine as accurately as possible:

- how large is the population of concern, and
- who they are.

NEED		NEEDED BY
Identification of persons of concern	⇔	Host Government/ UNHCR
Programme planning	⇔	UNHCR/WFP/other UN agencies/ NGOs/donors/host government
Distribution of assistance	⇔	Refugees, returnees, others of concern

1.2 Such information does not, by itself, solve the problems of a refugee population—but it can enable all aspects of a refugee programme to be planned adequately. Most aspects of UNHCR's work can be addressed more effectively if there is reasonably accurate information on the population.

1.3 Defining the number of people who are of concern to UNHCR, and the number amongst them who have special needs, is obviously a basic tool in good programme planning. The *number* of people requiring assistance defines the level of inputs required: general food needs, shelter, water, non-food items, health, sanitation. *Who* those people are defines special and particular needs: protection, education, community services (including special programmes for the handicapped, the elderly, the unaccompanied), special feeding programmes.

1.4 It is usually necessary to identify those who are vulnerable, who are often the least likely to come forward and make their needs known. This identification is necessary both for protection and assistance purposes. An unaccompanied child or an solated woman is often in need of special attention—and will not necessarily be identified without some form of registration unless the refugee group is very small, or the situation is completely under control. There are strong guidelines within UNHCR for dealing with women and children, particularly the most vulnerable amongst them. If the people who fall within these guidelines are not adequately identified these guidelines cannot be properly implemented.

1.5 Reliable information is needed at an early stage about any refugee group, regardless of the length of time people will remain in a country of asylum, in order to prepare for eventual organized repatriation. Information on where people come from facilitates initial planning of repatriation programmes—whether in the planning of "Quick Impact Projects" (QIPS) to assist with rehabilitation in areas of return, in planning for the logistics of a repatriation operation, or in assessing the potential of an area to absorb large numbers of returnees.

1.6 If donors and the public are to be made aware and informed of the problems being faced by, as well as the needs of, particular groups of concern to UNHCR, the information we provide in support of our fundraising activities and our media statements must be as accurate as possible. It should provide both an overview of the affected population, as well as groups of particular concern within the population. It is easier to raise funds for the needs of particular groups within a population when there is detailed information available on beneficiaries.

1.7 It is clearly vital for the cost-effectiveness and credibility of an assistance programme that the planning figures used for the distribution of food and relief items should be as close to the real population size as possible and that they adapt to take account of changing circumstances and trends.

1.8 For donors it is important that, where it is impossible to obtain accurate numbers and information on the population, the situation which has caused this is adequately explained. Donors are increasingly calling on UNHCR to justify their fundraising requests with details of the people involved.

2. When registration may not be appropriate

2.1 Notwithstanding the importance of information-gathering, there are situations when registration of refugees may not be desirable because it may work against quick solutions. As long as protection is not a particular problem, and there is no need for refugees to be formally identified, recognized or collected together for their safety, then the following situations may argue against registration:

- refugees from “traditional“ tribal fighting (i.e. over grazing lands) which may be soon resolved by elders’ negotiations;
- victims of drought or other natural calamities who have crossed international borders and thus are being presented as "refugees";
- cross-border nomadic groups (even if there is currently conflict in one part of their traditional “territory“);
- refugees who are being assisted by closely related groups in the country of asylum.

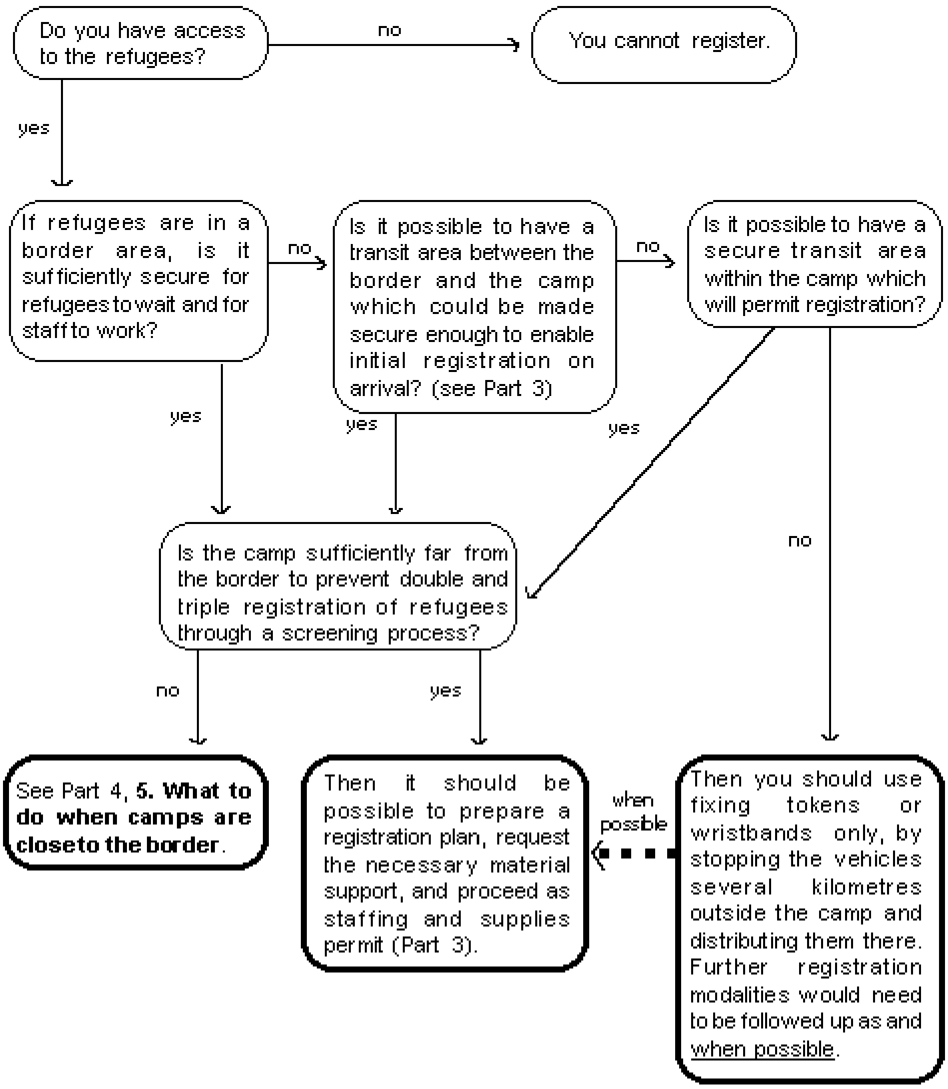
2.2 In such scenarios, assistance may be given on a short-term, community basis, thus avoiding registration, establishment of camps and perhaps services which will be expensive and difficult to dismantle even after the conflict or other problems subside. There may also be situations where information such as population numbers and general information on the refugee group may suffice while registration of vulnerable individuals may be needed in order to provide the necessary special attention.

3. When registration is necessary

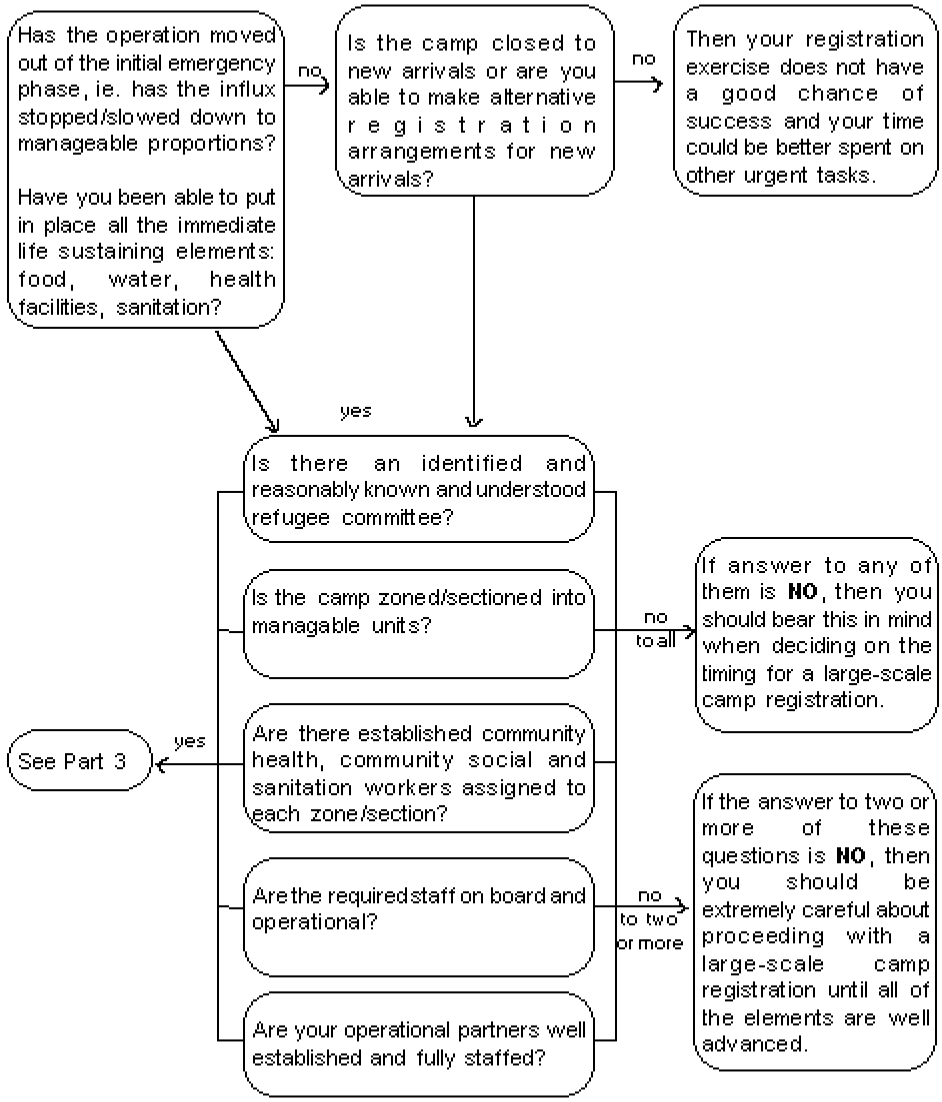
If none of the above seem to apply, then general registration of individuals and families may be necessary in order to obtain the information needed for detailed planning of assistance (and eventual organized repatriation.) At the outset it should be understood that the basis for successful registration is good planning and careful monitoring. Although this guide offers a number of suggested procedures and forms or other tools to apply to various scenarios, every registration exercise will require a plan tailored to the specific situation.

4. Is registration feasible?

4.1 Registration from a border or transit area to a camp



4.2 In-Camp registration



5. <u>What are the major constraints?</u>

5.1 First, it is important to recognise that accurate registration may not be in the immediate interests of:

- the person of concern to UNHCR, who may prefer to be recorded several times and thus have access to several rations for him/herself and the family;
- the host and/or aid community, who may also have a vested interest in over-registration.

5.2 Other constraints, linked more specifically to conditions that prevail in emergency situations are as follows:

- priority is to save lives rather than fill up forms;
- too few staff;
- no staff with appropriate skills, particularly local clerical staff;

- too little support from Branch Office and Headquarters;
- inadequate financial and material resources;
- insecurity;
- proximity to border;
- general chaos.

6. What basic requirements must be met?

6.1 With the above constraints in mind, the basic requirements for a successful registration will include:

(a) Planning for registration must be field driven and based on the situation on the ground. The possibility of increasing or decreasing registration activity depending on the situation should be included in the planning.

(b) There must be sufficient input of supplies and materials required for registration. Basic materials should be deployed with the initial emergency team and other needs, as identified, provided on request. If necessary supplies are not available registration cannot be undertaken.

(c) Refugee acquiescence, if not total cooperation, is a prerequisite. A refugee committee, accepted by the community, and known to aid workers, is important.

6.2 In the sections that follow you will find detailed advice on how to proceed. From the very outset, there are two golden rules to follow. The first will determine your attitude, the second your approach.

Rule 1: registration must be given priority above other ongoing activities. It is vital to planning and credibility;

Rule 2: a distinction must be made between ascertaining the number of people and determining who they are.

This distinction is the basis for the phased approach to registration.

7. Choosing the right registration system for your situation

7.1 Your approach to registration and the methods and tools you choose will largely depend on the degree of cooperation you expect to receive from the refugee population and from the host government, and on the capacity of both of these parties to organize themselves.

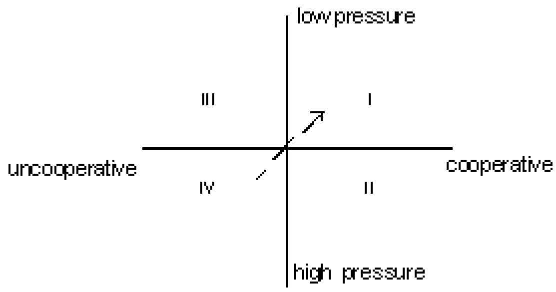
7.2 Many of the problems experienced in registration operations in recent years have resulted from efforts to more accurately enumerate refugee populations whose members or leaders refuse to cooperate, fearing potential loss of acquired assistance entitlements or loss of influence over their constituents. This guide provides some practical ways based on experience gained in such situations.

7.3 Conversely, a number of major registration exercises have also been conducted in much more favourable circumstances, benefiting from high levels of cooperation and organizational capacity from the target population and from host governments. Experiences of this kind demonstrate that by working with the refugee population over a prolonged period to refine the quality and usefulness of the information gathered, a registration system can itself contribute to the preparation of durable solutions for the population concerned, and can record and document developments such as spontaneous repatriation which indicate changes or trends in the mood of the refugees. It has also been observed that such cooperative relationships can be fostered over time, and that efforts to actively promote community understanding and responsibility in registration activities of any kind are generally well rewarded.

7.4 Though the tools and methods used in these contrasting circumstances may be similar, they are applied in different ways, and the role of UNHCR ranges from that of direct implementing agency, through that of funding and supervisory body, to one of providing resources, support and advice to systems largely organized and maintained by the populations or the host government themselves.

7.5 A further consideration in deciding on an approach is the degree of pressure UNHCR may be under—from within UNHCR, or from donors, refugees or others—to produce results quickly or to resolve a situation deemed unacceptable. Even exercises which have to be accomplished under considerable pressure can be planned in such a way that the opportunity and the community support is not lost to develop a more qualitative, in-depth approach in subsequent phases of a continuing process.

7.6 It may be helpful to situate the operation in which you are involved on the following schematic diagram reflecting the differing circumstances outlined above:



7.7 The circumstances in quadrant I are optimal for registration. However, even in the least favourable, high-pressure, uncooperative situation represented by quadrant IV, it may be possible for UNHCR to plan registration strategies in such a way that immediate results are obtained, but that the longer-term cooperation of the population is not lost, and quality information gathering can take place once the pressure for results or the urgency of organizing food distributions has receded.

7.8 It is therefore worth investing considerable effort in the planning and initial implementation of a registration exercise to enhance cooperation, and to anticipate timing the later, more detailed phases of registration to coincide with a period when the pressure is expected to have lessened and the level of cooperation to have increased—often as a result of your earlier investments. The arrow in the diagram is indicative of the effort required by UNHCR in gradually bringing about the more favourable conditions of quadrant I.

7.9 In the description of the phases of registration that follows, it will be noted that each of the phases will be needed in one form or another in any registration exercise, but that choices are offered within a given phase between methods and approaches suited to more or less cooperative and urgent situations.

7.10 Thus, for the phase of "fixing" or defining the target group for registration, a choice is offered between:

- a house to house system, which requires a certain level of calm and order, using wristbands;
- a registration point system, where there is a choice between using fixing tokens or wristbands; and
- an enclosure system, which should be applied only where circumstances are so unfavourable for registration that the process cannot be controlled in any other way.

However it is explained that a concerted effort to obtain the cooperation of the community and its leaders—also in the enclosures approach—can help avert failure of the exercise and lay the groundwork for greater cooperation in the subsequent phases.

7.11 If registration is necessary and appropriate in the situation in which you are working, you should thus think first of the capabilities and potential of the target population and of the local administrative structures of the host country, and consider whether, given the necessary support and tools, they could organize a satisfactory registration system for themselves. Where this is not the case, decide what degree of involvement the population and the local structures could usefully retain. Beyond this, even in the most uncooperative situation, there should be involvement of both parties in the planning and information phase, since without it the exercise will inevitably fail.

7.12 Other key factors to consider when deciding on your strategy and approach are the characteristics of the population and the type of settlement with which you are dealing. Whilst it may be obvious that you would not consider using an enclosure to register a dispersed population, you should take the following elements into account when deciding which system to opt for in a refugee camp:

- Nationality
- Area(s) of origin
- Religion
- Same ethnic origin(s)
- Compatible ethnic origin
- Incompatible ethnic origin
- Previous refugee experience of population
- Previous history of registration
- Where/from whom can information be obtained on previous lifestyle
- Social organization
- Status of women
- Religious/cultural taboos

This information should give you the basic information to assess whether you have:

- a co-operative or non cooperative population
- a compatible or incompatible population
- specific points to be taken into account in planning

8. The Deal — making the benefits clear to the population

8.1 The success and quality of the fixing, documentation and verification phases will depend on whether the purpose and benefits of the registration exercise—the "deal" being offered—have been made clear to and accepted by the target population.

8.2 UNHCR’s needs for information to assist in programme and site planning, relief distribution and protection, have to be translated through an information campaign into terms that will motivate the population—while not alienating others who may have benefited from the status quo—and should be presented together with any tangible benefits which are expected to result.

8.3 One of the main motivating factors for the population could be an anticipated change in the distribution system following the registration exercise. A change from group based distribution to a family head system might encounter strong resistance from group leaders or others, and information on this should be handled with caution. However ultimately, if the system envisaged is clearly going to be fairer for the vast majority of people, the substantial support of the general population could quickly outweigh initial resistance from a minority with vested interests.

8.4 In general terms, efforts to use registration to create genuinely fairer and more straightforward, transparent conditions for the population, and efforts to publicize this aspect of the exercise, will result in widespread support and cooperation, and will prepare a good foundation for work of all kinds with the population. Beware, however, of making promises that cannot be honoured, or that may not be honoured by all parties involved, and be clear about the extent to which UNHCR controls the results.

9. Key objectives, techniques and skills

9.1 In most situations, but particularly in emergencies, the exact number of persons of concern will evolve day by day. There is no system capable of establishing daily numbers with complete accuracy. In addition to this real (unknown) number, there may be estimates made by the host government, the food delivery and distribution agencies based on attendance at distribution, the health care agencies based on birth and mortality data, the donors, section leaders and camp administrations, and UNHCR's own latest best estimates, as well as its current planning figures for assistance purposes, all of which may differ considerably from each other.

9.2 One key objective of a UNHCR registration is to develop a system which remains receptive to all the above indicators of population size, but which uses objective and verifiable documented links with reality at the family level to work progressively, over time, towards an accurate reflection of the real number of persons, their real identity, origins, problems and needs. The system should also be capable of responding and adjusting to significant trends and changes as they occur.

9.3 Registration should therefore not be seen as a once-off exercise—leading to just another estimate quickly overtaken by events. Rather it should be seen as a continuous feature of UNHCR's protection and assistance activities, and where feasible as a means to steadily improve the quality of needs assessment, of programme planning, and of preparedness for durable solutions.

9.4 Verification, maintenance and updating of registration data should thus be considered to be just as important as its initial recording—if not more so. Furthermore the need for tools and means for repeated verification of data should be kept actively in mind when planning the entire exercise and the initial data collection.

9.5 The basis of this system is the family registration form. If the data on the form at any given time accurately reflects the situation of the family, all other considerations —number of bogus ration cards in circulation, disparity between food planning figure, distribution data, health programme indicators—can be brought under control. If there is no registration form, or if the data on the form has been allowed to become seriously outdated, all components of the operation will be based on guesswork and negotiation alone.

9.6 Once a registration system has been established, a key skill is that of determining where, when and how to verify and update. Here it is necessary to continue to use the range of comparative indicators listed above. Wherever distribution monitoring, resale of items in local markets, health programme indicators or visual estimates of population size suggest that registration data for a given location is no longer reliable, a team should be dispatched to verify and update the family-level registration data for that location.

9.7 One of the key techniques in this process is to make verification non-threatening. This is achieved principally by seeking to understand the real situation and needs of the family in question. If, for example, the breadwinners of the family are away from the camp or settlement at the time of registration or verification because (as is frequently the case) they are trying to reestablish a livelihood in the country of origin, obtaining and recording this information is vital to understanding a developing trend which, if carefully fostered, could lead to a durable solution. If the reaction of the registration teams, however, is simply to discontinue the ration for all of the absent persons, or worse still, for the whole family on the grounds that they were claiming an incorrect number of rations, such valuable information will in future be concealed from registration and other monitoring staff.

9.8 One alternative is to recommend a food planning figure for that family which is slightly higher than the recorded number of persons present. Another is to share registration data with agencies providing assistance inside the country of origin, to seek to ensure that the family receives the kind of help it needs in both locations while developing a durable solution.

9.9 Encouraging registration staff to find ways to treat families fairly whilst recording accurate data and using the feedback from these staff to monitor and facilitate positive trends, will contribute to the increasing accuracy and overall usefulness of registration data over time.

9.10 Just as the combination of distribution, health programme and other indicators is used to focus and target the registration and verification process as a whole, a combination of indicators and complementary pieces of information needs to be used to accurately register and verify at the family level. It should be a rule of thumb in registration that it is preferable to be receptive to a variety of indicators, allowing them to confirm or contradict each other, rather than taking a single indicator, such as a one-time 'snap shot' of physical presence, in isolation. This approach encourages openness on the part of respondents, and responsiveness on the part of the registration system itself; above all it makes the effort to discover the true picture into the determining objective.

10. Who should be involved in registration?

10.1 Although the distribution of responsibilities will vary from one situation to another, the principal actors are the host government, UNHCR, WFP and non-governmental organizations in their capacity as operational partners. Donor embassies also have a ole to play. Equally important are the refugees themselves.

(a) The host government bears the ultimate responsibility for refugees within their borders, and it is therefore their prerogative to decide who does what when it comes to registration. UNHCR will normally only undertake the exercise when requested to do so. As we shall see below, this does not mean that UNHCR should not signal the need for registration when it sees fit, or should otherwise remain inactive.

(b) UNHCR may, or may not be given full responsibility for organizing the registration. Even when it is not the case, it is essential to ensure that UNHCR staff take an active part in planning and monitoring the process. Arguments to achieve this include:

- registration is part of UNHCR's protection function;
- it provides proper planning information for all concerned;
- it provides the basis for both planning and implementation of a repatriation movement;
- it ensures operations remain cost effective, enhances credibility with donors and thus facilitates fund raising.

(c) WFP has a key interest in any registration exercise since the numbers can have considerable implications on the mobilisation and delivery of food resources. WFP should be included in both planning and implementation of the registration exercise.

(d) Implementing partners (NGOs): Any registration activity must include implementing partners, particularly those responsible for food, health care and relief distribution, who should be involved in the planning process as early as possible, and take an active part in the process itself.

(e) Donor embassies: In view of the importance of accurate information for fund raising, local embassies should be kept fully informed of any registration exercise. If feasible, they should be invited to comment on plans before implementation; to provide staff to assist, or observers who can vouch for the validity of the results. This is particularly important when assistance programmes are competing for limited resources.

(f) Refugees: It is not possible to register without at least some cooperation from the refugees themselves, and refugee elders/leaders should be involved in the operation to the extent possible.

11. Protection of refugee data

11.1 The relationship between UNHCR and an individual refugee is a confidential one. UNHCR considers that the information provided to it by an individual refugee to be privileged and immune from access by anyone who is not specifically authorised by UNHCR to have such access.

11.2 Mass influxes are mass influxes of individuals. Therefore information about refugees collected during a large scale registration is covered by the above policy.

11.3 The following points should be kept in mind when collecting storing and exchanging refugee data:

(a) The possession and use of such data should only be in order to provide international protection, material assistance and/or to seek permanent solutions to the problems of refugees in line with the High Commissioner's mandate.

(b) UNHCR shall only pass on refugee data at its discretion and only on condition that it will be used to help the Office in carrying out its Mandate and for no other purpose.

(c) Whether the data is stored in paper files or electronically only staff of UNHCR and its implementing partners should have access to refugee data and then access should be limited to the extent reasonably required by the staff member's work. Staff members should have access to data only if expressly authorised.

(d) The security of data should be ensured by providing strong and lockable cabinets for the paper files (and controlling access to keys). By protecting electronic data with passwords and also preferably using computers which are physically lockable.

(e) Files and databases established for the agreed programme should remain the property of UNHCR irrespective of where they are held (eg. by Government, implementing partners). A clause to that effect should be included in any Sub-Agreement which involves collection or sharing of refugee data.

(f) Refugees have the right to obtain a copy of any information on them which has been provided by UNHCR to third parties, such as state authorities.

(g) Many countries now have national data protection laws. Howver, since the Organization enjoys jurisdictional immunity, states cannot force UNHCR to comply with such requirements. This may have implications for implementing partners who do not have such immunity and this should be taken into account when sharing data with them.

PART 3: The Phases of a UNHCR Registration

1. The need for a phased approach

1.1 It will be emphasised throughout this Guide that the basis of successful registration is good planning, careful implementation and consistent monitoring.

1.2 The 'ideal' in registration is to work as closely as possible with the refugee population and its leadership, promoting community responsibility and participation in all stages of the process. Whilst this may not always be possible initially, it should be a major objective for both registration and camp management. Building community responsibility is an important component of planning.

1.3 In order to cope with large numbers it is preferable to separate the components of a registration exercise into four or five (or more) distinct phases, according to the immediate needs of the population and the time and staff available to carry out the task. Each phase should be viewed as an entity in its own right, but each leading to the next phase, when circumstances permit. Below is a list of four distinct phases, which commonly apply. The scenarios which are described in Part 4 are based on this four phased approach illustrating how sub-components of the phases may vary in differing circumstances. As each phase is completed there should be a review of the results to ensure that the planning of the next phase takes account of the degree of success.

2. The four phases of a UNHCR registration

2.1 PHASE 1: Planning, Organisation and Refugee Information Campaign

This covers detailed planning and organisation of the exercise in advance of decisions on the actual date. It ensures all staffing, equipment, supplies, security, telecommunications, vehicle and logistics support is available prior to the decision on the date of the exercise. At the same time that this is going on their should be an intensive refugee information campaign, so that all those who will be registered have an understanding of what is happening, and how it will benefit the majority of the refugee community. Further information on both planning and refugee involvement is included in Part 4.

2.2 PHASE 2 : Fixing the Population

(a) The aim is to provide all those who claim to be of concern to UNHCR with a Fixing Token, a Temporary Card or a Wristband, thus defining and temporarily freezing the size of the group on whom more detailed information will be collected. An alternative in spontaneously settled situations is the use of name lists by location, which are collected and "closed" prior to more formal registration. Without the ‘fixing ’phase, registration will become a revolving door, open to escalating distortion and abuse. It must be done rapidly (one day) to avoid double and/or bogus registration. Whilst the population may be given short notice of when this will take place, you must ensure that they understand what is happening. Phase 2 will provide you with the number of people for whom you have to plan.

(b) If you are unable to undertake the next phase, (ie. issue of either a temporary ration card or a registration card) before the next food distribution this must be taken into account in the planning. The fixing token is not linked to verifiable information about persons in need, and cannot be used reliably for more than one or two food or relief distributions. An improvement is urgently needed, and time and logistical constraints will determine whether the improvement should be full registration or a temporary substitute to assist distribution.

2.3 PHASE 3: Collection of Information and Distribution of Registration Cards

(a) Collection of limited information and issue of temporary cards:

This will be used when you have to distribute ration to refugees urgently but do not have the time to undertake immediately collection of detailed information. It entails the distribution of Temporary (up to 6 months) Cards to all heads of family. Limited information is therefore collected at this time, and the fixing token is exchanged for a Temporary Card. In most instances this information will be limited to the name of the head of family, the size and age/sex breakdown of the family and the number of the Temporary Card, with an indication of any immediately visible vulnerable family member.

(b) Completion of Registration Forms and distribution of Registration Cards:

This covers the completion of Registration Forms and the issue of Registration Cards, which will also act as ration cards. This phase ensures the collection of detailed information on individuals and families and provides a verifiable linkage between the identity of persons of concern and the very simple forms of documentation needed for processing large numbers of people for assistance distribution. Where this is done immediately after the fixing phase there will be time constraints. Where it is done after the issue of temporary cards it can be spread over a longer period of time, with a cut off date for the validity of the Temporary Cards. It should be noted that it is the Registration Form that constitutes the core document of a UNHCR registration and which will provide the basis for all future reference, analysis, verification and updating of the system.

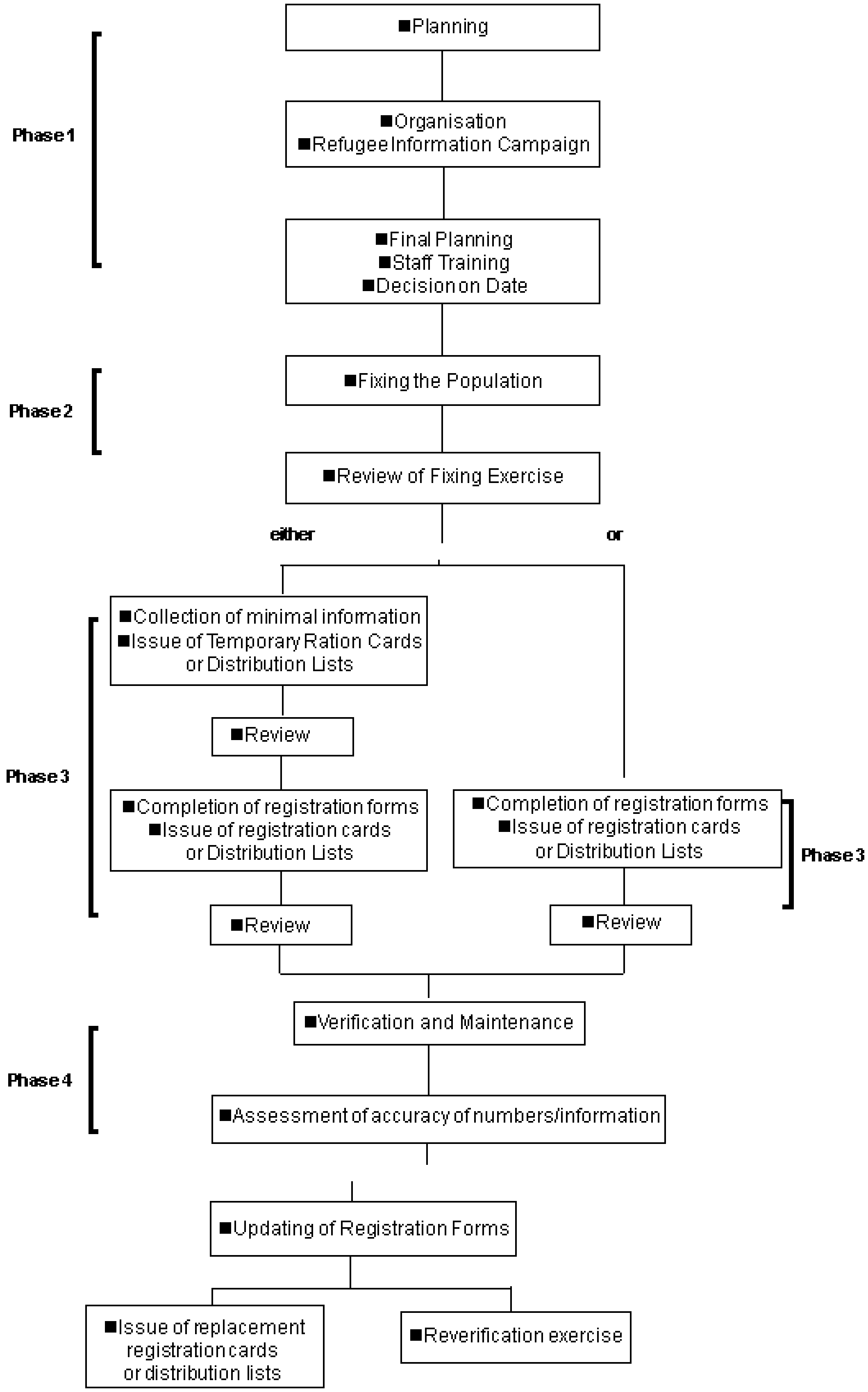
2.4 <u>PHASE 4: Verification</u>

This takes place in the period following registration. Shelters will be given an address (section/block/individual shelter number), which will be linked to the individual family registration information. The purpose is to provide a further means of verifying that assistance is provided to the population of concern and to exclude non targeted groups. New Registration Cards can be issued on a yearly basis and verification, including house to house visits, becomes a standard, regular and frequent, part of monitoring.

3. <u>Forms and cards used during registration</u>

	Card	**Form**
Phase 2: **Fixing the Population**	• Fixing Token • Wristbands • Temporary Card	• Control Sheet/ Passenger Manifest
Phase 3 : **Collection of Information and Distribution of Registration Cards**	• Temporary Card • Registration Card	• Control Sheet • Registration Form

4. <u>The breakdown of the four phases</u>


■Planning
Phase 1
■Organisation
■Refugee Information Campaign
■Final Planning
■Staff Training
■Decision on Date
Phase 2
■Fixing the Population
■Review of Fixing Exercise
either
or
Phase 3
■Collection of minimal information
■Issue of Temporary Ration Cards or Distribution Lists
■Review
■Completion of registration forms
■Issue of registration cards or Distribution Lists
■Review
■Completion of registration forms
■Issue of registration cards or Distribution Lists
Phase 3
■Review
■Verification and Maintenance
Phase 4
■Assessment of accuracy of numbers/information
■Updating of Registration Forms
■Issue of replacement registration cards or distribution lists
■Reverification exercise

PART 4: Registration scenarios

1. Population counting in an emergency

1.1 An emergency can be characterised as any situation in which the life or well being of refugees will be threatened unless immediate and appropriate action is taken, and which demands an extraordinary response and exceptional measures.

1.2 The earlier that registration can be incorporated into emergency planning the easier future, and longer term, planning will be.

1.3 In the first days, or even weeks, of an emergency, whilst people are still moving across borders, and possibly between sites in the country of refuge, it is not possible to undertake any meaningful registration. However it is necessary, and should be possible, to obtain credible estimates of the numbers involved.

1.4 Catering to the basic food, water and health needs of the newly arrived refugees will be critical, especially if they are in poor shape. This will take priority over all other tasks. Identification of beneficiaries and obtaining population estimates can be incorporated into these tasks. A recommended method is the use of wristbands. See Annex C(2).

1.5 Wristbands will:

(a) Identify each individual claiming to be a refugee. Whilst it would not be appropriate to identify refugees in such a way over a long period of time, wristbands can ensure that all refugees are identified for immediate assistance. It provides a population count on a continuing basis, necessary to start calling forward food and nfi requirements, as well as for programme planning.

(b) Limit recycling of the refugee population. The number of wristbands issued will give, after a short period of time, a credible estimate of the number of people requiring assistance. Whilst it is possible for people to remove their wristband and return again as new arrivals after a food distribution no one can have more than one wristband at a time. Wristbands will have to be changed after 2-3 weeks if the situation does not permit any other type of registration. This will enable the actual numbers to be verified. For example, if 120,000 wristbands have been issued during the first days of the emergency and at the first change of wristbands only 100,000 are reissued then 20,000 people have either moved elsewhere or have recycled - but the planning figure at this time is 100,000 plus anticipated new arrivals.

(c) Be used as a distribution 'card' . The numbered boxes on the wristbands can be used to mark distributions, and distribution coupons given to Heads of Household, with the number of rations to which the household is entitled, which will provide the information on numbers fed - which should tally with the number of wristbands distributed. Whilst this may entail some extra work at a time when the workload is greatest it has a number of beneficial effects which make it worthwhile. (See d. and Part 6).

(d) Enable everyone to have a greater possibility of access to food and other assistance. It is extremely easy to overlook people in the midst of an emergency, when there are large numbers of anxious people, a lack of experience on the ground, limited staff and little organization within the refugee community themselves. Those overlooked are often those least able to look after themselves, the most vulnerable and the sick. By marking wristbands for distribution it is easy to ascertain whether someone has received a distribution, both at distribution sites and by those not involved with distribution but working in the camp, including the medical agencies.

1.6 Wristbands will not:

- prevent nationals from claiming to be newly arrived refugees
- provide information on the population.

1.7 Fixing the population with wristbands

(a) Set up a registration centre, preferably near the food distribution area(s).

(b) Under the supervision of an international/senior national staff member organize a team of banders (there is no reason that refugees cannot be used for this purpose). It is estimated that one clerk/bander can put on 1000 bands per day (estimated to include regular breaks during the day).

(c) All wristbands are numbered. It is not intended, at this stage, that any written record be made, or details taken of the population. The numbering on the wristbands will however permit an easy tally of numbers issued. Wristbands must be retained under the control of one designated official, who is responsible for issuing them to those doing the banding, as well as for making the daily statistics.

(d) When the registration centre is set up all those claiming to be refugees should be organized to pass through the centre to have wristbands put on. They should be put on the ankle of infants and the wrist of all children and adults. It does not matter which hand or ankle they are put on, but it must be standard (ie either all left or all right). Checks should be made to ensure that bands are neither too tight, and therefore become irritating, nor too loose, so that they can be taken off. If at all possible this should be done separately from the first food distribution.

(e) After the initial population has received wristbands all new arrivals should be referred to the registration centre.

(f) If possible a health post, for immediate medical screening and EPI, should be set up in the same area.

(g) As soon as some form of refugee community work has been set up, there should also be refugee community workers present during the banding to assist in identifying, and assisting where necessary, unaccompanied minors and others, who are apparently vulnerable.

(h) It will be necessary to provide information to the refugees regarding the need for wristbands, where to go to receive them, and how they will be used. Further information will be needed at the time the wristbands will be changed for new ones. Initially, much of this work will have to be done by walking the site and using a megaphone to inform.

1.8 Changing Wristbands

Wristbands will need to be changed after 2-3 weeks. All wristbands must be changed at the same time, so that an accurate estimate of the population at that time is made. This can be done either prior to a food distribution or separately, depending on the situation on the ground.

1.9 Food and NFI Distribution using Wristbands

(a) Each wristband has a series of numbered boxes which should be used to denote food and nfi distribution, using an indelible marker.

(b) On food distribution days, each Head of Household will go, with all household members, to either the registration centre, or another suitable area near the food distribution site(s). The appropriate numbered box will be marked for each person, and the Head of Household will be given a coupon marked with the number of food rations or nfi to which the household is entitled. The Head of Family, or whoever is to collect the ration, will proceed to the distribution site, where, in return for the coupon, s/he will receive the appropriate rations/nfi for the household.

(c) Whilst this may sound cumbersome it is no more complicated than an anxious crowd, with no identification whatsoever all trying to receive rations at the same time, and where the risks of the weakest being overlooked are high.

1	2	3	4	5	6	7	8	9	10	11	12
13	14	15	16	17	18	19	20	21	22	23	24

for example:

(i) 1 - 4 = maize

5 - 8 = beans

9 - 12= oil

13 - 16= salt

17 - 20= other (soap, etc)

21 - 24= non-food items

if distribution is maize and oil 1 and 9 will be cancelled if distribution is blankets 21 will be cancelled

or

(ii) each number can represent a single distribution, regardless of what is distributed, and a register maintained of what is distributed for each '0+â'.

1 = maize, oil and salt
2 = blanket
3 = beans
4 = soap

(e) Distribution Coupon

DISTRIBUTION

1	2	3	4	5	6	7
8	9	10	11	12	13	14

COUPON

1.10 Follow up to Wristbands

As soon as the flow of people has slowed down, or separate arrangements can be made for new arrivals, or for people moved from the border, then a proper registration can be conducted. This could either use the wristbands as the basic fixing phase and go straight into either interim or full registration, or there could be a new fixing exercise.

2. Registration of a population being moved from one site to another

2.1 This form of registration is, in most instances, the easiest type of registration to carry out. It entails adding a detailed registration plan onto a movement plan, which should have been very carefully planned in the first place. It can be used for movement during an emergency, or for any other type of movement where refugees have to be moved to a different site.

2.2 The scenario below discusses movement registration from the point of view of an emergency influx in a border area. However it is easily adapted to other situations and sizes of movements.

2.3 It has the advantage that if the movement and reception are well planned registration is relatively simple, and if they are not then the planning for registration will help to identify the weak points in a movement and reception plan.

2.4 Phase 1: Planning and Organization

Requirements

The following elements will be critical to the success of the operation and every effort should be made to meet these requirements.

(a) Co-ordination, forward planning and division of responsibilities between local authorities, UNHCR and its implementing partners must be put in place.

(b) Radio communication between the border and the receiving camp must be established.

(c) A border collection point with some degree of security. (See Annex A(1): Sample Plan of Border Reception Area)

(d) Transport must be arranged from the border to the receiving camp.

(e) The Coordinator of the registration exercise must believe in the importance of the operation. In addition, an experienced registration officer will be required. If necessary, someone should be brought in specifically for this purpose.

(f) Adequate registration staff and other resources must be in place before the commencement of the movement and registration operation, and all staff must be fully briefed about their part in the operation. (See Part 5 : Staffing and Registration Supplies).

(g) Control mechanisms must be devised to prevent recycling of the population. This may be possible through border screening. This element must be considered at the outset and not when the problem becomes apparent. (See Part 5 : Screening).

(h) A reception area should be established at the Receiving Camp, which should be fenced, with water and latrine facilities, and preferably able to deal with an overnight stay of the refugees if full processing is not possible on the same day. (See Annex A(2): Sample Plan of Camp Reception Area).

(i) Adequate security arrangements must be in place. This may require cooperation from local police or army units.

2.5 The movement and registration team

As a minimum, this should be comprised of a UNHCR Field Officer, senior national staff (Government or UNHCR), a community services officer, clerks and interpreters. A small medical team, with temporary clinic and ambulance should be available. The physical state of new arrivals will determine the level of medical inputs required at this stage. (See Part 5: Possible staffing requirements for registration scenarios). In the absence of a community services officer one person should be assigned the task of identifying the visibly vulnerable.

2.6 The receiving camp reception and registration team

This should be comprised of the following:

(a) A UNHCR Field Officer, a senior national staff member, a team for reception, a clerical team for registration, and interpreters. Depending on the numbers being processed and the time taken for processing, more than one registration team may be necessary.

(b) A Social Services Officer and a team of community workers to assist with vulnerable individuals.

(c) A Medical/EPI team, with support staff, to provide medical screening and vaccinations.

(d) A number of refugee shepherds/ushers to ensure control and orderly movement through the process.

(See Part 5: Possible staffing requirements for registration scenarios)

2.7 Phase 2: Fixing the Population (What to do at the sending site)

(a) Catering to the basic food, water and health needs of the newly arrived refugees will be critical, especially if they are in poor shape. This will take priority over all other tasks.

(b) Identification of new arrivals may need to include screening for eligibility. (See Part 5: Screening).

(c) At this stage each head of family should be given a Temporary Card, signed but not stamped (see Annex C(3)) and a Control Sheet should be completed (Annex B(1)). This will become the Transport Manifest and each Sheet should only contain the names of the people who will fit onto a bus/lorry. This Sheet should include the identification of those family members who are obviously vulnerable, which should be marked on both the Temporary Card and the Control Sheet. The original Control Sheet should be passed to the Transportation Supervisor for loading of buses/lorries.

(d) In order to ensure that unaccompanied minors and adults without accompanying family members are registered as such (even where they have joined another family en route) there should be a separate registration 'desk'. This will enable both the start of tracing for family members as well as ensuring that any special needs such people may have can be addressed at a later stage.

(e) Once a group has received its Temporary Cards, it should be moved to a separate area for further processing. This area should have basic health facilities with a medical team available. All refugees should receive a quick health check to determine whether they are fit to travel further. Temporary Cards should be marked for anyone found to be requiring specific medical attention on arrival in the receiving camp. For those not able to travel further, there should be access to hospitalisation with transit facilities available for their families. The Temporary Cards of each family should be clearly marked to this effect.

(f) As families complete health screening, they should be provided with any emergency rations necessary for the journey and for the first day or so in the Receiving Camp. Any additional items, which they will require en route or on immediate arrival, should also be issued (eg., blankets, plastic sheeting). This latter must be coordinated with the receiving camp. The families should then be moved to the transportation area.

(g) In the transportation area, supervised by an international or senior national staff member, families should be settled into trucks or buses, with their baggage, according to the Control Sheets. The Control Sheet now becomes the Passenger Manifest and must be marked with the vehicle registration number.

(h) As the refugees are loaded onto transportation each Temporary Card should be stamped with a UNHCR stamp by the transportation manager/senior UNHCR official, after cross checking with the Manifest. The duplicate Control Sheet\Manifest remains at the border for cross checking later if required.

(i) Ideally, transportation vehicles should travel in convoy and should be accompanied by two UNHCR radio vehicles, at each end of the Convoy, both for security reasons and to prevent on/off loading en route. Whenever possible someone other than the drivers must be responsible for the Convoy. If necessary, include in the transportation contract a Convoy Field Officer from the company providing the trucks, whose job it will be to travel with the trucks and ensure that the terms of the contract and UNHCR/Government instructions are complied with.

(j) The escort vehicle, or the convoy leader, should carry copies of the Passenger Manifest for delivery to the UNHCR Field Officer responsible for registration in the receiving camp.

(k) The Receiving Camp should be informed by radio from the border of the number of refugees/families being transported, number of vehicles, and times of departure of first and last vehicles in the convoy.

(See Annex A(1): Sample layout of a border receiving area)

2.8 Phase 3: Collection of Information and Issue of Registration Cards (What to do at the Receiving Camp Reception Area)

(a) Vehicles should remain the focal point for passengers throughout the process.

(b) As each vehicle arrives, they should park in the same general area as toilet and water facilities. (See Annex A)

(c) People should be allowed off the vehicles to make use of toilet and water facilities, but "shepherds" must advise them to remain close to their vehicles until called.

(d) Processing should be done according to the order of arrival of vehicles.

(e) The first group should be guided to the Registration Area where their Temporary Cards can be checked against the Passenger Manifest. Vulnerable individuals should be checked and identified. Once verified, a Registration Form should be completed (Annex B).

(f) Unaccompanied minors and single persons should be registered as individuals, with their own cards. They should then either remain with the family they have joined en route or be appropriately grouped together for accommodation and assistance purposes. In either event they should be seen by community workers so that tracing of parents/other family members can be started as soon as possible.

(g) Heads of Households should then be provided with a Family Registration Card (see Annex C). The relevant family size is punched on the card, and the registration clerk issuing the registration card should fill in the Registration Card number on the Registration Form and sign the form. At the end of registration all forms should be filed in numerical order for computer processing at a later stage. One copy of the form, filed in numeric order can be used as the Distribution Register initially.

(h) Those identified as vulnerable should be seen by a community worker and either have their immediate assistance needs dealt with, or arrangements should be made to follow up the next day.

(i) Following registration, refugees should move onto the medical screening/EPI area. While waiting, high protein biscuits could be provided, at least to children, but to all if appropriate and available.

(j) Everyone must be health screened, with EPI as appropriate. Those who require immediate medical attention, further medical checks and/or special feeding arrangements should be identified.

(k) Refugees should then return to their vehicles and be transported to the Distribution Area for distribution of overnight emergency rations (i.e., food which does not require cooking), initial rations and non-food items.

(l) After distribution, the vehicles should proceed to the area where the refugees are to be allocated plots for shelter construction. Where possible the number of the registration card should be linked to the plot number, and refugees informed that if they move from their allocated plot without prior authorisation their registration card will be cancelled. (See Annex A)

3. Responses to constraints: expanding the number of stages

The above system will work even with large numbers being moved daily, as long as sufficient staff and supplies are in place. It should be possible to increase/decrease activity according to the needs of the situation, by increasing the number of stages used within Phase 3. If refugees are to be transported from the border, there should still be the possibility of making a Transport Manifest and providing each Head of Family with a Temporary Card. This has been designed to be large enough for it to be used in the receiving camp for marking, by pen, with initial food/non-food item distribution if the staff in the camp are unable to complete full registration formalities on arrival. It can then be exchanged for a Registration Card when the situation permits. As a last resort each refugee could be issued with a Wristband or Fixing Token (Annex C) a kilometre or so outside the camp, to be exchanged as and when time and the situation permits. Regardless of the problems that may be encountered it is important to follow the principal components, as and when possible, and in sequence.

4 . What to do in an insecure border area

Where the border area is dangerous, the population should be moved away as quickly as possible. The following alternatives should be considered:

(a) Establish a temporary Transit centre some miles outside the camp where identification can be made, (i.e., for vulnerability or screening to prevent recycling), Temporary Cards issued and health screening can be done - with toilet and water facilities and the possibility of overnight stay; or:

(b) Identify an area en route where the trucks can be parked and the passengers disembarked for rapid temporary registration —the Transport Manifest (Annex B) should be completed and Temporary Cards (Annex C) issued.

(c) If neither of the above is possible, then a brief stop should be made for the distribution of Wristbands or Fixing Tokens to all passengers while they are on board the vehicles; or

(d) alternatively a secure, fenced, area inside the receiving camp should be established, where the whole process can be done in one phase. This latter should only be done with limited numbers and where the camp population has not attempted multiple registration.

5. What to do when camps are close to the border

5.1 Sometimes, for unavoidable reasons, a camp may be established close to a border or a town. Such a camp should be supported only if there is no alternative. If a camp is situated close to the border, it may be both insecure and allow for multiple registration on a large scale. A camp close to a town may permit registration of people not of concern to UNHCR. It will almost certainly prove difficult to undertake normal registration for distribution and programme planning purposes as outlined above.

5.2 One recourse would be to undertake a population estimate (see Part 4, 10.) and then to negotiate numbers and distribution methods with the refugee community leaders.

5.3 It is vital that the Community Services Officer, together with community and health workers, monitors shelters to ensure that there are no families who receive nothing, as these are likely to be those who were most vulnerable to start with. Where it becomes obvious that there are numbers of families who have no registration card and have fallen outside the system, in spite of close cooperation with the refugee committee, then further negotiations are called for.

5.4 It is possible to maintain the agreed numbers for food distribution by reducing the number in the largest families for food distribution, so as to provide Registration Cards to those shown to be without. A good medical agency will be able to tell you very quickly if you have got it wrong, as will constant monitoring by the various community workers. Each section should be covered by a team consisting of health, community service and sanitation workers.

5.5 Monitoring should be carried out with the assistance of Section Leaders for each section/sub-section of the camp. It is usually easier to deal with several leaders, as they have a more easily identifiable “constituency”, than to deal with a Chairman of the Refugee Committee.

5.6 The possibility exists of making the Section Leader responsible for food and non-food distribution in her/his Section. This is not easy to bring about and reeds careful preparation of the refugee community. It also requires all UNHCR staff to be well-known in the camps (not sitting in offices waiting for problems to come to them).

5.7 As the camp becomes more planned and individual plots can be better identified, it may be possible to do a fixing exercise using one of the methods outlined later in Part 4. Registration Cards should then be distributed to all those identified as living within the camp.

6. A basic framework for a full in-camp registration

6.1 Phase 1: Planning and Organization

(a) Prerequisites

(i) A full registration can only be done effectively if:

- the camp is no longer receiving new arrivals;
- there is a separate border/Transit arrangement where new arrivals are registered.

(ii) There should be no in-camp registration of rew arrivals after a full in-camp registration, unless a secure reception and screening process can be set up.

(iii) A relatively stable situation is required in terms of refugee health status and staffing. It may however be possible to undertake some basic registration prior to stabilisation of the population if the staffing level permits.

(iv) The full registration should be carried out after the initial emergency stage is over. General food distribution is not immediately dependent on completion of full, detailed registration.

(b) There are four possible ways explained here of fixing the population to be registered in a camp, either by using a house to house system, two options for registration points within a camp or by using an enclosure. In deciding on which method to use the following should be borne in mind:

(i) House to House: This system, using wristbands, can be used with an organized and cooperative population. It has a number of benefits:

(1) It helps to screen out people who do not live in the camp;

(2) It will ensure that any spontaneous departures from the camp are not registered;

(3) It helps to maintain clear lines between registration and entitlements for assistance;

(4) It is the least disruptive to the population generally;

(5) It relies on refugee involvement.

It is however time consuming, and if it cannot be done in one day there is a risk that people from outside the camp may start arriving by the evening of the first day and try to be counted on the second day.

(ii) Registration Points: This system, using either wristbands or fixing tokens and gentiane violet, can be used with a partially organized and cooperative population. The benefits include:

(1) It can be completed quickly and reduces the possibility of those who live outside the camp from joining the exercise;

(2) It does not require the population to either walk long distances or to queue for too long;

(3) It is less staff intensive than house to house and can therefore deal with larger populations;

(4) It requires refugee participation.

(iii) Enclosure System: Use of an enclosure system as a means of fixing the population to be registered should be seen as the last resort. It has major disadvantages, not the least of which being serious risks for refugees and staff if things go wrong. Inadequate crowd control can lead to loss of life. It has also the disadvantage of being costly in time and materials, is staff intensive, requires heavy security and is difficult to repeat if it goes wrong. It should only be used in situations where despite all efforts the population continues to resist an alternative approach.

(c) The scenarios outlined below assume a caseload of approximately 30,000 persons. All supplies, equipment, staffing, etc. are based on this number, and adjustments will have to be made for a smaller or larger population (See Part 5). This type of full-scale registration is likely to be complex and will be costly in terms of time and staffing. It will be very difficult to repeat if it goes wrong. It is not an exercise where the wheel should be reinvented. Prior to finalising plans, advice and comments should be sought from someone with experience in this type of exercise. Since it should not be carried out in an emergency, the opportunity exists to plan it properly.

6.2 Planning

(a) A working group should be established at camp level (and at the Branch or Sub-Office if necessary) comprising those people who would normally meet for coordination of refugee assistance to plan and organize the registration.

(b) Staffing needs should be identified and task lists organized, with a time frame. The lines of authority and command should be carefully defined at an early stage to avoid confusion at a later stage (See Part 5).

(c) Registration staff for Phases 1 and 2 of the House to House System and Registration Points as well as Phase 2 of the Enclosure System will consist of two-person teams. Both persons must share a common language and one must speak the language of the refugees.

(d) Additional staffing resources should be identified and assured. These can come from other UNHCR Field Offices, government departments, WFP and other UN Agencies, NGOs, donor missions, etc.

(e) The timing, manner and extent of refugee involvement in the exercise should be decided at an early stage, and their cooperation sought. It is vital to prepare an intensive information campaign to convince the population that it is in their own interests to cooperate with a registration exercise. (Part 5 : Information to the Refugee Community) The following points should be considered:

  (i) Whilst some information regarding details of the planning should be restricted, and the date itself kept confidential, other details and overall objectives of the exercise should be incorporated into the information campaign, and involvement of the refugee elders/leaders sought.

  (ii) A detailed briefing should be given to the refugee committee, fully explaining why the exercise is necessary and what will be required of the refugees during registration. Arrangements should be made for refugee committee assistance in policing the exercise. Where registration points or an enclosure system is being used refugee assistance should be available both for crowd control and from refugees, nominated by the community, who will police the camp to ensure security of refugee houses and goods. The refugee committee should be asked to nominate 100 “camp security guards ”(per 10,000 population) to patrol the camp and to provide a list of their names in advance. These people will be given their fixing tokens at the end of the Fixing Exercise. The members of the committee should be present and working with the registration teams regardless of which type of fixing method is chosen, to assist with crowd control and to keep people informed of what is happening. It may be useful to consider an “incentive" payment to the refugee committee for the work they will do.

  (iii) All community workers (health, community services and sanitation) and teachers should be given the same briefing so that they can disseminate the information to the refugee community in the run-up to the start of Phase Two. It is likely that many of this group will be involved more directly with the exercise as clerks.

  (iv) Basic information on the registration should be given out by megaphone throughout the camp, advising refugees to contact members of the camp committee or registration staff for further information.

(v) It must be made clear to all concerned that no one other than those listed as refugee workers, or on the list of those unable to attend, will be able to collect their fixing token, or exchange them for registration cards, other than at the times announced.

(f) Procurement of needed items should be initiated early on. These include all equipment, wristbands, tokens, registration cards and forms, as well as gentiane violet and other stationery needs. These will need to be available and ready several days before the exercise begins (see Part 5: Registration Supplies).

(g) A core Registration Coordination Team will be required throughout the exercise responsible for ensuring inputs, reviewing actions, monitoring events and solving problems. (Part 5: Staffing)

(h) It is important to procure staff identifiers (caps, armbands, vests, etc) both for security and visibility in a crowd for all registration staff.

(i) Security needs must be identified. A security supervisor plus 20 to 24 guards (police or soldiers) will be required for each enclosure. The number of guards required for a Registration Point or a House to House System will depend on whether the registration is carried out section by section or in all sections at the same time. A senior police or army officer with overall responsibility, and working closely with the Registration Coordination Team, is vital. Advance briefing and training of security teams as well as close liaison with the security supervisors and senior security officer will be necessary. (See Part 5: Crowd Control)

(j) Sufficient vehicles and communications equipment (HF and VHF) must be put in place. All key staff must be equipped with a walkie talkie. A UNHCR staff member equipped with a walkie-talkie should be positioned with the senior security officer and a reserve force of guards who can intervene if trouble develops anywhere.

(k) A final decision on the actual date of registration should not be made until everything is in place.

(l) Appropriate training must be provided for clerical staff, as well as refugee monitors and shepherds.

(m) Modalities for the safe receipt and storage of Wristbands, Fixing Tokens and Registration Cards, as well as their movement and distribution to clerks during registration will need to be carefully worked out (see Part 5 : Security of Supplies).

(n) There will be “housekeeping" arrangements to be made for all those involved in the exercise (eg., accommodation, food, water, transport, etc.), especially for those who do not normally live in the camp. Refugees involved in the exercise will also need to have food and water needs catered for, or they may disappear at awkward moments. A medical team should be on stand-by for any emergency needs of refugees and staff.

(o) Separate registration arrangements need to be made for the sick, elderly, handicapped, those legitimately out of camp and those working on the exercise, through community workers, the medical agency and those organizing refugee participation in the exercise. Lists of such people should be drawn up.

(p) The registration area for an enclosure system must be identified and the layout of the site planned, including provision of shade, water and a health post and also with latrines if deemed necessary. All necessary construction materials must be ordered and available. One enclosure for approximately every 10,000 persons should be constructed. The size of the enclosure should be about 85m by 85m (calculate on 2 persons per 1.5 square metres), preferably with a double fence and a five metre gap between them. If thorn bush is available, this should be placed to close off the entrance gates when the population has been gathered inside (Annex A : Sample Layouts of an Enclosure).

(q) The timing of the construction of the enclosure will be important and can be done as follows either:

  (i) 24 to 48 hours in advance with information to the refugees at the same time; or

  (ii) One month in advance with the information to the refugees that registration will take place at some appropriate time in the future.

(r) The longer the time between informing the refugees and the actual registration the more opportunities there are for things to go wrong. t is, however, not possible to build an enclosure for 10,000 people without someone noticing, which is why the information on timing and details to the refugees must be done just before or at the same time. (See Part 5 :Crowd Control, Information to the Refugee Community, Sabotage and Misregistration)

(s) In a house to house system a decision should be made on how the actual registration will proceed, either:

- section by section; or
- coverage of the whole camp at once.

This will depend on the number of nternational/senior national staff available to supervise and monitor.

(t) In a registration point system a decision will have to be made on how many points and where, bearing in mind both the need to minimise the distance that refugees will have to walk and the accessibility for vehicles to the points in case of security or other needs.

(u) If not already done, the camp administration should zone the camp into different sections with each section having a different letter of the alphabet. Each shelter in a Section should then be numbered with the Section letter and an individual number, which should be painted on all shelters in the camp in large characters. Numbers should not be painted on bits of sacking, cardboard or anything else that is not a fixed part of the shelter. Only shelters in which people sleep should be numbered (i.e., not on kitchens or latrines). The camp should be accurately mapped with all sections and shelters. UNHCR staff should make random checks in the camp while numbering is on-going and before registration starts in order to monitor the accuracy of the numbering exercise, and to ensure that the maps are accurate.

(v) All registration staff should be available on site at least two days prior to the proposed start of registration, so as to familiarise themselves with each other, with the plan and with the camp layout.

(w) The two days before registration should be used to fine tune the registration plan, fully brief all agencies and the refugee committee, carry out final tasks, ensure that all necessary staff, supplies, equipment, etc. are in place, conduct all necessary training, and finalise construction of the enclosures. The population should have been fully informed in advance of the exercise through an information campaign. (See Part 5: Information to the Refugee Community). However, they should be told of the actual date of the Fixing Exercise only the day before.

6.3 Phase 2: Fixing

(a) House-to-House System

(i) Refugees will be informed the day before of the timing of the fixing exercise and that they will have to remain in or close by their shelters for the period of the exercise. The Security Force will be in place to ensure crowd control, and to prevent those outside the site from accessing it.

(ii) Each two person registration team will be assigned a total of 300 to 400 shelters. An international/senior national staff member should be on hand to supervise the work of each two teams and to hand out the wristbands. ALL staff involved in the exercise must be wearing wristbands themselves (those who are not refugees will have them cut off at the end).

(iii) Every person, including babies, will be issued with a wristband, placed on the left hand of children and adults, and the left ankle of infants. Care must be taken that the wristbands are neither too loose (so they come off) nor too tight (and become an irritant). Supervisors must monitor this closely. The leader or committee member or each zone or section should accompany the teams throughout his or her zone. Once people have been given wristbands they are free to move about again. At the end of the exercise it may be necessary to have a temporary area, for two hours, for those who turn up late. However it will be necessary to have a screening process for this, to ensure that the claimants are genuine.

(iv) All camp residents should be informed beforehand that the wristbands will be exchanged after some days for Registration Cards, with which they will be able to obtain rations and other assistance in the camp.

(v) A register should be kept of who was in which team, which sections they covered, and the numbers of the wristbands they were given. They should sign off and return to the overall Registration Coordinator any unused wristbands. Until this is done and the workers have signed off, no payment should be made to a temporary worker.

(b) Registration Points (See Annex A for an example of a registration point)

(i) Refugees will be informed the day before of the timing of the fixing exercise, and their leaders will be informed of the site to which the people of each zone or section should report.

(ii) Registration points should be set up throughout the camp, to minimise both the distance that refugees will have to walk and the length of the queues (minimising crowd control problems).

(iii) A minimum of one international/senior national, but preferably two, staff will be needed for monitoring and supervision. The refugee leader for the zone/section should be present throughout to assist with monitoring and to provide information to the refugees. The refugee leader, in consultation with the community, should provide four to ten shepherds/ushers to assist with crowd control and to ensure that people move smoothly through the process and leave the immediate area of the registration point immediately.

(1) Using wristbands

Each registration point will require one clerk per 7-800 people to fit wristbands onto the left wrist of all children and adults and the left ankle of all infants.

(2) Fixing Tokens and Gentiane Violet

If it is not feasible to use wristbands, the aim of this alternative is to fix the population as quickly as possible, both to reduce queueing by the refugees and to prevent recycling of the population and double registration. Gentiane violet will take some time to wash off, but it is possible to wash it off. The aim is therefore to complete the exercise in about 4 hours.

Gentiane violet should be mixed in quantities of 20-25gms (a tablespoonful) per litre of water. Where registration points are scattered throughout the camp it is useful to make up the solution at a central area, carry it in a jerrycan to the registration point and then transfer it into a bucket. Two to three litres of solution should be enough for 2000 people. For small children it is useful to have a small brush or sponge to mark the fingers.

Gentiane violet is messy, but non toxic. Many people, particularly children will be frightened by it. Expect both confusion and tears. However, it is strongly recommended that where there is concern staff reassure by example, ie. stick your hand in the bucket, and if absolutely necessary lick some of your fingers!

Each registration point will require a team of two clerks per 600-800 people.

One clerk will be responsible for dipping the left hand of each person, including babies, up to the second knuckle, into the gentiane violet and the second for handing out a fixing token to everyone.

(c) Enclosure System

(i) At 06.00 on the day of registration, security personnel should take up their positions. Identifiers (armbands, etc.) should be issued to all registration staff, who should then take up their positions. Refugees should have been informed one to two days earlier that they are required to enter an enclosure between the hours of 06.30 and 08.30, apart from those who have been made responsible for camp security and the sick, handicapped, elderly and infirm. The entrance gate(s) of the enclosure(s) should be closed with thorn bush or other suitable material after everyone is inside.

(ii) All enclosures, including those in nearby camps, must be closed at exactly the same time, and no Fixing Tokens should be issued until confirmation has been received that this has been done.

(iii) Refugee community workers, elders and the refugee committee should be mobilised to stand in the enclosures, next to the exit gates to assist with crowd control. Refugees should be encouraged to sit down in groups of 100. Chalk lines should be laid out to define zones for each group of 100 or so persons, with one metre strips between each area, to separate the groups and provide paths for staff working in the enclosure. Queue cards (numbered 1-100) should be provided and one handed to each group as it settles. One group at a time, in numbered order, should be called to stand up and approach the exit gate to collect their fixing token.

(iv) All Enclosures should start issuing Fixing Tokens simultaneously. At the signal to begin the four exit gates in each enclosure should be opened by the Gate Guards. Token clerks (two per gate) should give one token to every man, woman and child as they pass through the gate. (One clerk should be able to distribute 6-700 tokens per hour.)

(v) Tokens should be centralised for each enclosure, with a Token Guard, who will replenish stocks for Token Clerks through a Token Supplier. There should be an Enclosure Chief who will oversee the whole operation and liaise with the Coordinator.

(vi) The security force must be strategically placed around the enclosure to:

- prevent refugees climbing back into the enclosure over the fences;
- provide security and order at the exit gates;
- provide security to staff directly involved with handling tokens.

(vii) The process should be handled as quickly as possible. Once the refugees have been issued with the Fixing Token, they should be encouraged to move away from the enclosure and to return to their shelters.

(viii) As soon as the last refugee has passed through the exit gates, the gates should be closed. All Token Clerks should sign off on the number of tokens they have distributed, and this should be countersigned by the Gate Guard. Any remaining Fixing Tokens must be returned immediately to the Token Guard, who must sign for them.

(ix) A tally of Fixing Tokens, broken down per Token Clerk, should be made, and Phase 2 completed by the early afternoon. The enclosures should then be prepared for Phase 3.

6.4 <u>Phase 3: Collection of Information and issue of Registration Cards</u>

There are two options for Phase 3 regardless of which Fixing System was used. The choice, as outlined below, will depend on the situation within the camp.

(a) Issue of Temporary Registration Cards

(i) The main aim of temporary registration is to ensure rapid, adequate and equitable assistance distribution to the whole population, and should be completed as quickly as possible. It should be used for populations where there is no clear evidence that all sections of the population are already receiving adequate rations and where the situation must be rectified urgently. The Temporary Cards should not be used for more than three to six months and full registration must be completed in that time.

(ii) Temporary Registration should take one-two days per 10,000 people (approximately 2,500 families). It will consist of completing control sheets and issuing each Household a Temporary Card.

(iii) Each Registration Site should have sufficient staff for completion of Control Sheets and issuance of Temporary Cards so that action can be completed within two days. Two person clerical teams will be required.

(iv) Where tokens have been used Heads of Household will be requested to come for registration either:

(1) by zone/section; or

(2) by family size

(v) Where wristbands have been used all family members will come forward either:

(1) by zone/section; or

(2) by family size

See Annex A(5) for sample layout of a Phase 3 Registration Site.

(vi) Where tokens have been used clerks will complete the In-Camp Control Sheets and immediately impale the Fixing Tokens on a spike or put them into a large plastic bag. Each Head of Family will be issued with a Temporary Card, the number of the Temporary Card will be entered on the control sheet. As each Control Sheet is completed it will be filed. The Core Registration team, or part of it, should be present throughout the exercise to monitor and conduct spot checks. (It should be possible for one clerk to complete 20 families per hour).

(vii) For wristbands all members of the household must return. Wristbands will be cut off by one of the clerical team, who will inform the second clerk of the total household size. This will be the first information written on the Control Sheet. After that the members of the household can leave the registration area, and the Head of Household remains to complete the registration formalities, as outlined above for Tokens. Once the wristbands of a family have been cut off, the bands should be placed into a large plastic bag.

(viii) Cards issued and tokens collected by each clerk should be tallied at the end of each day, and checked against the Control Sheet. Any serious discrepancies should result in the immediate replacement of the clerk concerned, and if necessary eventual disciplinary action.

(b) Collection of Detailed Information and issue of Registration Cards immediately after the fixing exercise

(i) This phase should take three to five days per 2,500 families. It will consist of completing Registration Forms for each family and issuing them with a Registration Card. (It should take one clerk one hour for six full registrations).

(ii) Each Registration Area should have sufficient teams of clerks to complete full registration forms and distribute Registration Cards within the timeframe decided. If necessary two shifts of clerks/guards could be used, for example:

(1) 07.00 - 12.30

(2) 14.30 - 18.00

(iii) Where tokens have been used Heads of Household will be requested to come for registration either:

(1) by zone/section; or

(2) by family size

(iv) Where wristbands have been used all family members will come forward either:

(1) by zone/section; or

(2) by family size

(v) For Heads of Household with tokens clerks will fill in the Registration Forms and will immediately impale the Fixing Tokens on a spike, or put them into a large plastic bag. If appropriate the shelter number will be written on the Registration Form. Once the Registration Form has been completed a Registration Card will be issued, punched with household size, and the Card number written on the top of the Registration Form. The Registration Form will be filed. This will provide the basis for monitoring later on, as well as the basis for a future computerised recording of the population. The Core Registration team, or part of it, should be present throughout the exercise to monitor and conduct spot checks.

(vi) Cards issued and Tokens collected by each clerk should be tallied at the end of each day, and checked against the Control Sheet. Any serious discrepancies should result in the immediate replacement of the clerk concerned, and if necessary eventual disciplinary action.

(vii) On completion of each day 'registration and tally, the Fixing Tokens should be burned in the presence of a senior staff member designated for this function. All copies of the Registration Forms should be retained.

(viii) For wristbands all members of the household must return. Wristbands will be cut off by one of the clerical team, who will inform the second clerk of the total household size. This will be the first information written on the Control Sheet. After that the members of the household can leave the registration area, and the Head of Household remains to complete the registration formalities, as outlined above for Tokens. Once the wristbands of a family have been cut off, the bands should be put in a plastic bag.

(c) Exchange of Temporary Cards for Registration Cards

(i) Where a Temporary Card has been used initially, it is necessary to fill out registration forms for each family and to issue registration cards. This should not require large numbers of people working intensely for a short period of time. It is a job for a small team working full time for two or three months.

(ii) A registration office should be organized, a registration schedule set up and people informed on when they should report to complete registration formalities and receive registration cards. All family members must report together.

(iii) The Temporary Card and the initial In-Camp Control Sheets should be checked and the Registration Form completed. The Temporary Card is then exchanged for a new Registration Card, the serial number of which is recorded on the Registration Form, as well as the Temporary Card number. The family should then be ticked off the Control Sheet.

(iv) Where there is reason to believe that the family concerned, or some members of it, are either not of concern to UNHCR or are attempting double registration then a more detailed screening should be done. (Part 5: Screening)

(v) At the end of each day the Temporary Cards retrieved should be checked against the Control Sheet and the Registration Cards issued.

7. What to do in an enclosed camp

7.1 Enclosed camps refer to those camps which are surrounded by fencing and where all movement in and out is authorised/monitored by the authorities.

7.2 If UNHCR has access it should be, theoretically, possible to obtain an precise registration either on arrival or after settlement.

7.3 The point of a registration in an enclosed camp is to gather information on the individuals in the camp as well as ascertaining the size of the population. Enclosed camps sometimes imply the fact that the refugee population may be a sensitive issue for the country of asylum. In this case the objective of registration may be more for protection than assistance purposes. Before planning a registration exercise the following considerations should be addressed.

7.4 Why is the camp closed? Is it due to political, protection or security reasons? Are the reasons to do with the needs of the refugees or the needs of the host government/local population?

7.5 Will the government permit UNHCR involvement in registration —and if so how? Will that involvement meet our needs?

7.6 Will registration and collection of information undermine our protection functions? i.e., if information is collected, how confidential would it be and for what purposes could it be used?

7.7 Will the refugees permit proper registration and collection of information? If not, is their reluctance due to valid security concerns and can these be properly addressed?

7.8 The above questions raise issues that need to be addressed and it is only after the above assessment that a decision can be reached on carrying out registration.

7.9 If it is decided that registration should proceed, then the most appropriate scenario should be chosen and tailored to the situation on the ground.

7.10 If for whatever reason registration is not possible, programme planning and assistance will have to be done on population estimates (See Part 4, 10.). If this occurs, the addressing of protection concerns and programme planning must be thoroughly discussed with the Host Government and UNHCR Headquarters.

8. <u>What to do with dispersed populations/spontaneous settlement</u>

8.1 <u>Phase 1: Planning and Organization</u>

(a) This type of population is predominantly found where people living close to a border are forced to flee across the border and where there are close links, both ethnic and extended family, with the people living on the other side of the border. There are no camps and people live initially with either relatives or friends and then build their own shelter in the village. Frequently the elders of the village will be responsible for ensuring the allocation of food from local resources (until such time as outside assistance begins to appear) and for the conduct of the refugees living amongst them.

(b) In these circumstances it is important that registration becomes a community responsibility. It is the local community who knows who has come amongst them and who is most in need.

(c) While registration or identity cards may be useful for many purposes, registration cards are not always an essential for assistance purposes in such situations.

(d) As people may be moving piece meal across borders and travelling to many different villages it is unlikely that there can be any form of ‘transit' registration or fixing of the population as outlined previously.

(e) Any registration in this situation must be done in close consultation with, and the involvement and agreement of, the Government authorities.

8.2 <u>Phase 2: Fixing the Population</u>

(a) Initially, the village/area chief should be requested to nominate volunteers to register new arrivals at the village level, and to provide the list to the local government officials at the relevant administrative centre. Ideally this should be done through a local church group or other organized body (Red Cross/Crescent centres, etc).

(b) These local groups have the advantage of an already existing network of volunteers and good local knowledge.

(c) These lists should form the basis for initial distribution of relief food through local centres. No cards are needed at this time. The situation at the start will determine how much information is collected on the village register. The minimum is that contained on the Temporary Card. (Annex C: Temporary Card).

(d) It is likely that there will be a degree of inflation within these figures.

(e) As soon as the situation permits this initial registration must be strengthened through a census and/or the putting in place of systematic controls and monitoring. UNHCR should provide advice and tools/materials for this to be done.

8.3 Phase 3: Collection of Information and/or Issue of Registration Cards

(a) The area of influx needs to be mapped with all villages who have received refugees, and one of the following undertaken:

  (i) A formal information gathering exercise, preceded by an information campaign in the areas of influx. Refugees should be told to report to the district administrative centre to register and to provide full information. At this stage numbered identity documents, can be issued. After completion of this exercise the new Registers, with Card numbers, will replace the original local lists. In theory both lists should be similar, if not identical. In villages where there is reason to believe that figures are inflated to an unacceptable degree there should be physical verification of the population.

  (ii) A data collection exercise, using teams of enumerators, in each village. Full information should be collected and, numbered identity documents should be issued.

(b) Responsibility for maintainance of the records should continue to lie with the village chief. In both cases there should be:

  (i) a linkage between the card number and an address;

  (ii) a system established for updating records, population movements as well as births, deaths and changes in family.

(c) Once all this work has been carried out then the system should be maintained at the local level, under the responsibility of the village chief.

(d) Each village should be regularly visited by a specific 'contact' person who provides support, guidance and fulfils a monitoring function. Spot checks and surveys should be carried out regularly, including physical verification.

9. Phase 4: Verification

9.1 Monitoring

This phase, which covers the period between completion of Phase 3 and the first yearly replacement of cards, where relevant, will benefit from computerisation of the registration information so that staff have access to printed lists with various types of information.

(a) Addresses linked to registration data

  (i) When planning a new camp or settlement, or remodelling a settlement where the population has increased faster than the planning, provision should be made for dividing the settlement into sections, numbered alphabetically, and for numbering each dwelling in each section. The address would then comprise a letter and a number. Normally each section should contain a population of about 1,200 to 1,500 persons. However, if there are a large number of small households, or the camp or settlement is totally unplanned or problematic you may wish to adjust the numbers accordingly. This makes an address system for registration easier, but is also very useful for other planning as it breaks the settlement up into manageable units. As each section is numbered then the shelter address should be added to the printed register, and eventually computerised. A similar system can be established for spontaneously settled refugees.

(ii) Regular checks should be made thereafter so that the Registration Cards associated with numbered shelters which are no longer inhabited or which have "disappeared" can be cancelled. Provision should be made in projects for a small staff to conduct such checks and refinement of data on a continuous basis, varying the location according to indications that numbers in a given camp or settlement are no longer accurate.

(iii) A map should be made of each section with shelter numbers marked, as well as an overall map of the camp or settlement.

(iv) Numbering should be done on a part of the shelter which is not easy to move i.e. it should not be on a piece of cardboard or rag which can be moved to another part of the camp or settlement area, or changed.

(v) Where there is reason to believe that occupants of numbered shelters are not who they claim to be, or have other shelters elsewhere, they can be asked to supply their background information already collected at initial registration.

(b) Random checks on registration data during food distribution

(i) During regular monitoring of food distribution, random checks should be made on registration data, distribution lists and/or registration cards. Anyone holding a registration card should be able to provide the same information as they supplied at their initial registration (with the possible exception of discrepancies over age). People do not, however, forget the names of their parents or where they lived before fleeing, and normally they do not forget the names of their children.

(ii) If there are a large number of cards belonging to the wrong people you may wish to build a reverification exercise into the next renewal of cards, or into the food distribution system itself.

(c) Indicators from health and nutrition programmes

(i) Medical agencies are normally able to build up a fairly accurate picture of the number of people in a camp over a few months in the course of their work. If the number is considerably different to the registered population, it is likely to mean that you are dealing with a number of people who do not live in the camp, or people who are registered more than once. If all registered refugees are expected to live in the camp, then a thorough physical check of addresses against registration cards will need to be done.

(ii) It is normally undesirable to use such information except as an indication that the official population size is inaccurate. Medical agencies are often reluctant to have the information they gather linked to registration.

9.2 Using the computer to check for possible fraudulent Registration

It is possible that families who are registered more than once will provide very similar information on the second registration as it is difficult to remember a second totally false history. It is useful to ask the computer to provide you with a list of all records where there are considerable similarities (eg. 75 per cent of information is the same). These families can then be seen together. If discrepancies in numbers still remain then a reverification of information should be carried out during the first exchange/renewal of registration cards.

9.3 Replacing Registration Cards

(a) Where Registration Cards are used, they should be renewed yearly, with or without checks back to initial registration forms. A great deal will have been learned by all working in the area during the year and the emergency, staffing and relief assistance should have stabilised permitting reissuance of distribution lists, or renewal of Registration Cards and, if required, issuance of Identity Documents to be carried out in the light of the success or otherwise of the initial registration exercise. If required, by this time, a different card, designed specifically for the camp population and perhaps where applicable facilitating their movement and informal or seasonal employment, can be delivered. This needs to be done well enough in advance to permit procurement and delivery.

(b) Cards reported as lost should not be replaced without serious verification. This should only take place after community services and/or medical agency investigation. When a card is reissued, the original card number must be cancelled. There must be regular monitoring at food distributions to ensure that “lost” cards are not miraculously found and brought back into circulation.

(c) Arrangements should be made to register births, and increase beneficiaries, every 3 to 4 months. There should be a standard system with the medical agency for the issuance of birth papers, if there are no arrangements with the local authorities to provide birth certificates. Records on births can then be updated on a regular basis.

(d) In view of the importance of accurate information on the death rate in the camp, it may be advisable not to delete deceased family members from family size immediately, but to record deaths against issue of burial cloth, or whatever other burial assistance is provided, and to delete either every four months or so or on renewal of the card. This will encourage refugees not to hide deaths to prevent rations being reduced.

(e) Both the above instances will entail the issuance of new Registration Cards, showing different family size, and new registration numbers will have to be updated on the computer.

(f) How/when to do this should be considered in the light of the workload of UNHCR staff. It should not be done on an ad hoc basis, as it is vital that computer records are maintained on a systematic basis if they are to remain accurate.

10. Counting and estimating a population

10.1 These guidelines have spoken of registration for information rather than personal identification of the individual as being the initial aim of a registration exercise for any large group of people who do not constitute an urban individual caseload. The Registration Card we are recommending for use is one which defines a person as a member of the population of concern and, where applicable, a refugee, gives the family size, provides an individual reference number to enable other information on the individual/ family to be found, and also acts as a registration card.

10.2 In situations where it is not possible to obtain information from each individual within a group of people of concern to UNHCR it will still be necessary to have a reasonably accurate idea of the number of beneficiaries involved if there is a food assistance programme. In effect this means that a form of registration should be done, albeit less intensively than those situations where it is possible to obtain more precise information on the group.

10.3 If registration is to be linked to distribution of assistance it should probably still be done in two phases - the first to quickly fix the population and the second to record the minimum necessary information and to issue registration cards, which can be used for distribution of rations.

10.4 It requires as much careful planning as for a full registration exercise —without adequate planning, it will go wrong.

10.5 <u>Population estimates</u>

(a) Registration is not always possible, feasible or even desirable. Population estimates may be particularly useful:

- at the emergency stage of an influx;
- if refugee numbers need to be "negotiated "with local leaders or the government;
- as a "stop gap "measure to provide reasonably accurate information (it can take months to prepare a major formal registration exercise);
- as a monitoring mechanism ("verification");

(b) Estimates of the population are to be made regularly, based on a variety of indicators and techniques. Estimates become useful planning tools only when they are based on different sources and updated frequently.

(c) Population estimation requires experience, prudence and good judgement. Above all, however, good knowledge about the area and the caseload is critical. Estimates may help us to learn more about the caseload, but they should by no means be the only source of information. Traditional leaders and other key informants may be important sources of information as well. In fact, the more we know about the population, the more reliable our estimates will be. Assume, for example, that the basic demographic characteristics appear to differ significantly between the various ethnic groups in the camp. If we want to draw a sample to estimate the demographic characteristics, it is preferable to draw a separate sample from each ethnic group to ensure a minimum number of cases from each ethnic group is included (see also the section on sampling below).

(d) To estimate the population, it is preferable that outside expertise be sought (e.g. a demographer, statistician, census bureau, university), particularly when the refugee influx is dispersed among local populations. The involvement of the government, WFP and other parties concerned in the use of estimates is important.

(e) Before we start to estimate the population, we need to clarify the objectives as well as the constraints. In other words, it should be clear what we actually want to know and what the limitations are in terms of time, staff and costs. While it is difficult to generalize since local conditions, objectives etc. vary greatly, information on the following elements is commonly needed to plan a minimum level of assistance:

- the total population;
- the number of households/families;
- the number of males and females;
- the number of children under five.

10.6 Counting

The easiest way to get an idea of the size of the refugee population is to count them during an influx at entry points, bridges or transportation points. It may also be possible to organize a head count in the camp or centre. Sometimes, however, a head count may not be possible and other means of estimating the population should be sought.

10.7 Using local administrative records

(a) Compiling figures obtained from local administrative records or reports is an adequate procedure provided first hand checks confirm that the arrangements generating these figures are working reasonably well and are open to independent monitoring.

(b) Local administrative records should be examined with care before they are used for initial estimation purposes. For example, if local figures are based on border entry point controls, it is important to verify that the controls are actually functioning and are not being extensively by-passed. Other questions that should be asked include:

- who does the actual data collection and how is it done?
- do the data collectors have the means to cope with the influx?
- what is the source of the data (eg. village registrars, ad hoc lists, immigration control cards)?
- how are the records maintained?
- are the records updated regularly?

An additional important question is: are groups excluded altogether from the records or, conversely, are groups included that should not be (local population, previously arrived refugees etc.)?

(c) If the outcome of this examination is inconclusive or no assessment can be made, a margin of error of 20 per cent can be used to decide whether or not to use local records. Thus, if random checks of these records clearly indicate a margin of error of over 20 per cent it is probably well worth to resort to other methods of estimation. The larger, and more complex emergencies are, the more likely it is that local records will be unsuitable and the more probable that an alternative method should be applied.

(d) Alternatively, lists of names can be compiled by section or group leaders and verified as part of an agreed process. Camp or village record keeping can be introduced as a precursor to a more formal verification or registration system. Such records, provided that they are checked properly and updated regularly, may even eliminate the need for a formal registration. (See also Part 4, 11. Getting out of a mess)

10.8 Aerial photography

(a) It is very useful to have a “bird's eye view”of the camp. This can be accomplished to some extent by locating the camp near a hill, or by building a tower in the camp. However, overflying the camp and use of aerial photography is a better means of establishing a good overview of the refugee situation, to prepare maps and to help estimate the population. It involves seven basic steps which must be carried out by a suitably qualified, equipped and officially authorized aerial photography service.

Step 1: Identification of the mapping coordinates of the site where the target population is located.

Step 2: Overflying of the sites for photography (more than one run may be needed depending on the size and topographical features of the sites, the capabilities of the equipment, etc.).

Step 3: Processing of the film (special film, print paper and processing facilities are needed).

Step 4: Construction of photomosaics (composite pictures from photographs).

Step 5: On-the-ground sampling, to be carried out at the same time as the overflights.

Step 6: Compilation, processing, tabulation and analysis of the ground sample data.

Step 7: Photo interpretation combined with the results of on-the-ground sampling.

(b) Aerial photography should always be accompanied with on-the-ground sampling to check for empty huts, moving populations etc. Aerial photography can be a useful preparation for an address-based fixing and verification system if formal registration is also planned.

(c) The following is a checklist for the feasibility of aerial photography:

- The refugee population should be located in areas distinct from the local population.
- Aerial visibility should be good.
- Can clearances for planes, personnel, materials, taking pictures out of the country if needed etc. be readily obtained?
- Are laboratories, expertise, etc. available to allow for quick processing?
- Does the aerial photography service do the on-the-ground sampling? Is it prepared to work with another team?
- Will UNHCR have free access to the films and photomosaics? The contract/agreement with the authorities and the service should specify this.

10.9 Population estimation

The method described here can only be used when the refugee population is not mixed with non-refugee communities. It can be carried out by non-specialist personnel on the scene, provided that the refugee influx has settled or is settling on a site that can be clearly demarcated, distinct from the host population (e.g. previously uninhabited land, clusters around villages, enclosed, fenced off or patrolled areas).

Step 1: Make a tour around the border of the site to determine its approximate shape, maximum and minimum length and maximum and minimum width.

Alternatively, the surface area of the camp can be determined by overlaying a sketch of the camp's boundaries with a grid pattern built up of squares measuring in reality, for example, 100m. x 100m. By adding up the number of whole squares and parts of squares that fall within the camp's boundaries, its surface can be approximated.

Step 2: Determine the dimensions of a sample section by dividing the surface area by 30.

In the above example a sample section is 600,000/30 = 20,000 sq m

Step 3: Select three sample sections each measuring more or less 20,000 sq.m.

The selection of the sections should be as representative as possible for the whole site. Thus, they should be spread throughout the site to include as many different households as possible. Any variation of length and width which yields 20,000 square metres is acceptable. Thus, one section could measure 200m. x 100m., while another could measure approximately 400m. x 50m. Demarcate the boundaries of each section by using convenient landmarks, chalk, paint, strips of cloth etc.

Step 4: Count the number of households in each sample section by counting the number of huts, tents or cooking fires.

Be aware that not all huts etc. may be inhabited, that more than one family may occupy a dwelling, etc.

Step 5: Establish (i) the total number of households, (ii) the average number of households in a sample section and (iii) the total number of households in the site.

Example: assume that Step 4 has yielded the following results: 35 households in sample section A; 27 households in sample section B; 53 households in sample section C.

Then:

- The total number of households in the three sections is 115 households
- The average number of households in a sample section is 115 : 3 = 38.3
- The total number of households in the site is 38.3 X 30 = 1,149.9 (rounded: 1,150 hh.)

Step 6: Often we need, in addition to the total number, the basic demographic characteristics of the refugee population as well as, in particular the proportion of males (females), the proportion of children under five and the average household size. For this we can take a sample of the total population (see paragraph 10.11 Sampling).

10.10 <u>Quick methods in non-emergency situations (verification)</u>

(a) Children under 5 years of age: The number of children under five years of age can often be derived from birth records, immunization cards, nutritional surveys etc. Another rapid method is to screen under fives using an arch set at a height of 110 centimetres. In general, this age group constitutes between 15 and 20 per cent of the population. If the population figure differs greatly from the number of children under five multiplied by 5 or 6, this is normally an indication that the population figure is incorrect.

(b) Tracing and matching: This method aims to determine whether a refugee population figure is grossly inflated or not. By taking a sample of the registration cards, refugees can be traced. When x per cent of the selected households, or of the persons supposed to be living in these households, cannot be located, the refugee population estimate can be reduced by x per cent. One should be aware, however, of the possibility of persons working outside the refugee centre and other ‘legitimate ’reasons for not being present.

(c) Counting dwellings

This method involves the following steps:

Step 1: Count or estimate the number of dwellings (huts, tents etc.).

Step 2: Select a sample of the dwellings and make an inventory of the numbers of persons that live in one dwelling.

Step 3: Calculate the average number of persons per dwelling and multiply this with the total number of dwellings.

(d) Attendance at food distribution

The attendance at food distributions is another indicator of the population size.

(e) Other sources to estimate population figures include health surveys, water use and school attendance (see also Part 4, Verification (Phase 4))

10.11 Sampling

(a) Sampling is a technique that allows us to make generalizations about the total population by surveying only part of it. For a sample to be representative, some basic rules need to be followed and a minimum of information about the target population is needed.

(b) For UNHCR registration purposes, sampling should be considered a means of supplementing estimates of population size with a preliminary but reasonably accurate picture of the composition or breakdown of the population, particularly with regard to:

- number of households within a given surface area of the camp or settlement;
- number of persons per household (average and mean household size);
- ratio of males to females;
- percentage of children under 5 years of age.

(c) Many sampling methods assume a prior knowledge of such data for the overall population, based on a full census having been completed. In such cases, sampling is used to detect variance or trends as they occur in relation to a previously established set of baseline data. In contrast to this, both estimation and sampling as described in the present guide are seen as temporary substitutes for an overall detailed census which cannot yet take place. The emphasis should thus be on avoiding significant error and identifying possible major sources of discrepancy, rather than achieving complete statistical accuracy.

(d) Estimation and stampling techniques will be most useful in those situations where there is little time available, or only a small degree of cooperation or self-organization among the population. This argues for a small sample. However as a counterweight to this factor, in situations where a full registration is clearly going to be delayed for some time, it is important that the combination of estimation and extrapolation from a sample does not lead to serious under- or over-estimation of assistance needs for all or part of the group.

(e) For this reason it is preferable to base the sample type and size selected on as many known factors as possible, rather than attempting to use scientifically random sampling techniques or a rule-of-thumb minimum or maximum number of persons to be included. Use sampling to help check and verify already available knowledge or assumptions about the population which can be gathered in discussion with the leaders or members of the group, such as:

- one section comprises predominantly a single ethnic group compared to another;
- there are more women than men in a particular section;
- sections three to four have a higher density of dwellings but smaller households in general than section six, etc.

An attempt to randomize the sample runs the risk of failing to provide answers to these questions, resulting in an averaging of levels of assistance throughout the camp, which may create a serious disparity in the sometimes lengthy period before a full registration can be organized. Similarly, the size of sampling chosen should be large enough to cover, and adequately verify or contradict relevant information gathered by other means.

(f) Useful information can be obtained from broad and sympathetic discussion by competent field staff with 20 to 30 families in various locations and situations spread throughout the group, particularly if the effort is made to reflect on, and investigate further, implications arising from these discussions which could affect the manner in which food and other assistance will need to be selected and distributed. Once this process has been initiated, the more such interviews you have time to undertake, the more accurate and varied your extrapolation from the sample will be.

(g) Results of interviews with the selected sample should be fed back into the analysis of the estimate since they will affect not only the extrapolated overall estimates of population size, but will help in elaborating a more detailed set of localized estimates. It may be decided, for example, to use two or more average household sizes for distinct sections of the settlement. A population sample survey form is attached as Annex B(3).

11. Getting out of a mess...

What can go wrong will, and we can only aim to be nearly perfect.

11.1 So you've tried everything and it's gone wrong—the refugees haven't cooperated, the support was insufficient, you didn't have the right supplies, nor sufficient staff—you know your caseload should be somewhere around 35,000 but you're feeding 70,000 people with a variety of real, forged and amended tokens that you made to help you out in the beginning. If you feed fewer people, some will starve and there will be riots and violence against staff.....

11.2 What should you do? Try the following:

(a) Obtain an estimate of the population. Use one of the techniques described in Part 4, 10. When you have confidence in the estimate use it to negotiate with the refugees/government/NGOs/Headquarters to arrive at a realistic population figure. It may also be important to use the estimated population figure for health data calculations (e.g. death rate). Using inflated population figures to calculate health data can make the health status of the population appear better than it is.

(b) The camp should be divided into sections containing about 1000 people each. Use a survey team and then make section boundaries with roads (if necessary use a bulldozer). Make a clear map of the camp.

(c) Identify, appoint and train one community health, sanitation and community services worker for each section.

(d) Initiate the election of Section Leaders, along with section committees on food, health, sanitation and social services to work with the refugee community team. Do not accept a single Chairman, but make sure each leader represents only his/her own section. Initiate regular meetings with the Section Leaders, and be available. If Section Leaders have some standing with UNHCR/Government/Agencies they have more to lose by not cooperating when necessary.

(e) The replacement of self-appointed original refugee leaders/committee by elected Section Leaders will require very careful handling and cooperation with the authorities. The old refugee leaders may react, possibly by instigating violence against staff. Difficult refugee leaders must be told by Government officials and UNHCR that they will be held personally responsible for any violence in the camp, regardless of their whereabouts at the time. If there is violence then they must be held responsible. Remember refugees are not above the law.

(f) Require each section leader to provide you with a list of families in the section, with full names, age, and relationship to HoF. Each section should provide this at the same time, and between two food distributions.

(g) A team of clerks, together with UNHCR field officers and senior national staff, should go through the camp section by section. If possible, all shelters should be numbered.

(h) All the people on the section list should remain on their plots and the registration team should go through the section and at each plot identify the family(ies) living there from the Master List prepared by the Section Leader. Registration Forms should be completed, with information cross-checked against the Section Leader 'Master List and Registration Cards issued. It should be fairly obvious where people have moved temporarily into a section for the sake of obtaining more than one Registration Card (check cooking fire, etc.).

(i) This method will not be perfect and people will be missed out, but the community teams will be able to identify and confirm these omissions fairly quickly. Others may be registered more than once. However, once the information is computerised, a revalidation exercise can be carried out at a convenient time within the next 12 months requiring all heads of family to verify the information on the Registration Form prior to issuance of a new Registration Card.

(j) The above should be done as much as possible in consultation/cooperation with the section leaders. However if there are attempts to disrupt the exercise, serious threats or actual violence, then all camp activity should cease. The section leaders and persons of influence should be called together by Government officials and UNHCR and informed that they as leaders are responsible for the security of all staff in the camp and that until such time as they are in a position to guarantee that security for our daily work, then no work can proceed. If necessary, all work apart from the hospital and intensive feeding centres should cease.

(k) At the same time as you initiate the election of section leaders, start a refugee information campaign to mobilize community cooperation and responsibility and to build agency worker/refugee understanding.

(l) You will find that the more staff from Government, UNHCR and the voluntary agencies who are out in the camp, i.e. not merely working in a camp office, the easier your task will become.

PART 5: Assistance with Planning and Implementation

1. Use of photographs in registration

Some exercises in the past have used photographs on registration cards/ family ration cards. This is not proposed for use in the scenarios here:

- it is time consuming, and can be costly;
- a family photograph often gives insufficient detail to identify the individuals;
- where the photograph is of the Head of Family the card is not useful if it is used by other family members. It is frequently women, or other family members, who collect rations rather than the Head of Family;
- photographs could be considered at a later stage, for personal identity documents for use in the country of asylum or for durable solution purposes.

2. Vulnerable groups

2.1 The definition of vulnerable : Physically, mentally or socially disadvantaged persons who may be unable to meet their basic needs and may therefore require specific assistance. Such refugees could include groups such as the following:

- unaccompanied children
- unaccompanied young women
- isolated women
- the physically disabled
- the psychologically disabled
- unaccompanied elderly
- single heads of household (male or female) without support
- victims of torture and violence
- social or ethnic minorities who are isolated from the majority

2.2 It is unlikely, except in the most organised of situations, that it will be possible to identify all those who may be vulnerable through a registration exercise. It is however vital to make a start, and the following groups should be identified during registration:

SP single parents

SF single females

UM unaccompanied minors

UE unaccompanied elderly

PD physically disabled

MC missing child

2.3 The finer definitions of who is, or is not, vulnerable will come from the community services programme, but it is important to ensure that those who will be at risk if ignored in the early stages of a programme are identified as early as possible during registration —and if possible that there is a community services team available at the time of registration.

2.4 It is important to identify unaccompanied children in order to start tracing procedures as quickly as possible. An unaccompanied child is defined as any child separated from both parents who is not being cared for by an adult who, by law, or custom, is responsible to do so.

2.5 Unaccompanied minors should be provided with their own registration card, but their registration should be linked to the family with whom they are living. In order to improve tracing possibilities families who have become separated from one of their children should also be marked. The following two questions must be asked during any Phase 3 registration:

- Do you have any children living with you, who do not live with you normally, who have become separated from their parents?
- Do you have any children, who live with you normally, but who are not with you now?

2.6 Vulnerable individuals need to be identified in order that efforts can be made to ensure their assistance within the community. UNHCR should aim not to provide substitute coping mechanisms but rather to reinforce the natural coping mechanisms within the community. It should however identify those who are on their own, or require extra support, in order to ensure they are being looked after by the community as well as to initiate the tracing of family members.

2.7 It must also be remembered that vulnerability can change over time, and that persons identified as vulnerable will require the same careful monitoring as any other aspect of field operations.

2.8 While it may not be necessary or feasible to provide identity documents to the whole population until the operation is relatively stable, it is appropriate to consider whether an identity document in addition to a registration card should be provided to those found to be particularly vulnerable and in need of special attention or services. Unless the population is numerically small and cooperative this could only be done after completion of full registration. It should be borne in mind that there will be those who will wish to be considered vulnerable for any additional benefits they may receive and any action must be taken in close cooperation, and on the verification of, the community services team. Identity cards with photographs would have the advantage of:

- clearly identifying vulnerable persons;
- creating easier access for them to UNHCR and implementing partners;
- making it easier to provide separate distribution arrangements;
- identification for special services, surveys, etc.

3. Screening and verification

3.1 When a group of people are to be accepted de facto as refugees and provided with assistance, it is possible, and often likely, that there may be some who will attempt to register more than once in order to obtain additional assistance. They will attempt this by returning to border reception areas or other registration areas claiming to be new arrivals or by trying to enlarge their family size by including other people ’children. In addition, local people from the area may try to register as refugees, since they will see no reason not to try and obtain "free handouts", especially if they are economically disadvantaged. A screening process needs to be initiated, sooner rather than later.

3.2 Staff will rarely have the time to make in-depth interviews. It is therefore necessary to find a rapid system to check the family are indeed from where they claim and have just arrived.

3.3 In order to be effective, it is important to have continuously updated knowledge:

(a) Accurate, up-to-date information on:

- travel routes
- transportation
- conditions en route
- situation in areas of origin

This information can be obtained from regular interviews with new arrivals.

(b) Reliable clerks/interpreters

For example, clerks may inform you when a claimed new arrival has the accent of a national of the country of asylum.

(c) Information on who is leaving where, and why.

(d) Some knowledge of the culture of the people who are fleeing.

3.4 Some of the following questions can be asked separately of two different family members e.g., from the husband or wife, or one of them and an older child:

- where left? when? how long travelling? where stopped? condition of route? conditions on route? how travelled? why left now? with whom travelled? from where did they start travelling with others? how many in overall group from same village?
- all names of children;
- ask children names of siblings;
- names and birth places of husband/wife 'parents and siblings;
- check goods they have brought with them —sit the normal baggage that you have seen refugees bringing?

3.5 Where this takes place as part of a verification exercise post registration, and not as part of an initial screening process the same needs for information exists and most of the same questions are applicable.

3.6 When it is found that a person has more than one registration card or has otherwise fraudulently obtained extra assistance you could consider stopping rations for one distribution as a deterrent. Where it is local people who are found to be holding refugee registration cards then the cards should be cancelled and a complaint made to the local authorities. It should however be borne in mind that refugees should not be advantaged over the local population and where there are genuine needs in the local population these should be addressed by other means when planning a programme.

4. <u>Misregistration</u>

4.1 Incorrect registration and cheating occurs in all situations and is impossible to stop completely. Incorrect registration can occur from three different sources:

(a) Refugees:

• registering more than once in the camp;

• registering in different camps; inflating their family size.

(b) Registration by local non-eligible people

(c) Corruption amongst registration staff:

• creating phantom families;

• sale of beneficiary documents.

• assisting local people or refugees to register more than once or inflating their family size for peciuniary advantage.

4.2 Whilst it is not possible to stop all incorrect registration, every precaution should be made to minimise it by:

(a) careful staff selection for the registration exercise; ensuring that the registration plan considers placement of staff within the enclosure, the possibility of swapping staff around during the exercise so they are not always working with the same person(s).

(b) intensive monitoring of the exercise and frequent spot checks on staff and beneficiaries during the handout of fixing tokens and registration cards.

(c) refugee involvement in the exercise, and a good information campaign, to build confidence between aid workers and the refugee community in the exercise.

(d) the possibility of, and opportunities for, incorrect registration should be considered when planning the exercise. Phase Two will provide an opportunity to redress some incorrect registration if it occurs. Careful planning, monitoring and evaluation is vital.

5. <u>Sabotage</u>

5.1 Sabotage is most likely to occur where the exercise will result in a major decrease in assisted population and where many people will be less well off than previously. It is very easy to sabotage an exercise of this nature by inciting a riot half way through the distribution of fixing tokens or wristbands.

5.2 This possibility should be taken into account when planning the exercise by:

(a) not only involving the refugee committee/elders but assigning them responsibility for crowd control in the enclosures in view of the fact that they are the leaders of their people.

(b) ensuring that during the information campaign the consequences of failure are understood by the committee/elders.

(c) announcing the date of the exercise as late as possible (but ensuring sufficient information is given to the community).

(d) ensuring adequate security precautions.

6. <u>Crowd control</u>

6.1 Crowd control is an important element at all stages of the registration process, but is most important during the waiting period in an Enclosure Registration system and during the first phase of an Address-Based system. It is here that many desperate and anxious people may be gathered who will need constant reassurance. It is here also that elements within the refugee community or connected with the administration of the refugee programme may instigate a riot, if they wish to sabotage the registration exercise.

6.2 The main reasons for a crowd to get out of control are:

- they are not sure what is happening
- they do not agree with what is happening
- they feel that time is running out
- there is no internal organisation of the crowd
- they are tired of waiting
- deliberate sabotage
- poor planning/cultural insensitivity by the organisers.

6.3 The main ways to prevent a crowd getting out of control are:

(a) Ensure that clear and comprehensive information is provided to the community before the exercise starts.

(b) Work closely with community leaders and the refugee committee to organise people into small, recognisable groups (villages, clans, families). Sit people down in orderly lines in these groups.

(c) Give clear and regular messages to people waiting.

(d) Give regular updates on how things are progressing so that they know how long they can expect to wait.

(e) Involve community leaders and community workers in monitoring progress and organising the movement of people.

(f) Deal quickly and fairly with cases of cheating or disorderly behaviour. Such cases should be seen to be firmly dealt with by staff and community leaders.

(g) Ensure that there are facilities (shade, water, latrines, medical assistance) available in areas where people are expected to wait for several hours.

(h) When doing a house to house or registration point Phase 2 arrange to be accompanied by the elders/leaders of each section.

(i) When doing an enclosure Phase 2 consider whether it is appropriate to ask religious leaders to start the process with prayers.

6.4 Include the following security measures in initial planning:

- emergency communication procedures
- procedures for cancelling the operation
- evacuation of staff
- emergency exits to enable refugees to leave the area quickly.

7. <u>Information to the refugee community</u>

7.1 The information given to the refugee community about the registration exercise is a crucial element in organising a registration exercise. It is vital that refugees understand WHY registration is going to take place, including the benefits that will accrue to them as individuals, as well as WHAT they will be expected to do during the exercise.

7.2 Unless refugees accept registration, it will not be successful. Inform the refugee leaders directly, and in good time, of the intention and the reasons why it is necessary. However, knowledge of the date should be kept completely confidential. If rumours spread amongst the community, information at a later stage may be too late to gain acceptance of the exercise. It is hard to dispel rumours with information if the rumours have been circulating amongst the community for some time.

7.3 An information campaign can consist of some, or all, of the following:

(a) Meetings with Elders, Refugee Committees, other groups (food committees, women's groups, etc).

(b) Print pamphlets and posters in refugee languages (see Annex C(5) for sample information circular), use pictures.

(c) Traditional oral communication - drama, danse, music, story telling.

(d) Demonstrations (in schools, clinics).

(e) Dissemination of information through Teachers, Community Health and Social Workers, as well as other refugee workers.

7.4 During the information campaign the level of actual refugee involvement in the exercise should be discussed. For example, refugee monitors to work with senior staff during the exercise, refugee shepherds/ushers to assist the population through the process, etc.

7.5 It is important that during meetings with elders, community leaders, etc, that sufficient time is given to listening, to what the refugees have to say, discussing and answering questions.

8. Involvement of the refugee community

8.1 Throughout the scenarios reference has been made to involvement of the refugee community. Refugees can be involved through:

- Working as Monitors with the Registration Team
- Assisting to police the registration exercise
- Acting as Shepherds during the exercise
- Working as interpretors/clerks during the exercise
- Assisting with security in the camp during the exercise
- Assisting with the identification of those who are unable to participate directly in the exercise (vulnerable, sick, elderly)
- Acting as animateurs in the information campaign.

8.2 The greater the involvement of the refugee community, particularly the community elders and leaders, as well as the community workers, the greater the chance of success. However, you must be confident that the people who claim to be the elders and leaders are indeed who they claim to be.

8.3 Once the Community and UNHCR have decided on the number of refugee workers needed for the exercise, and they have been identified, there should be a training programme. This should ensure that there is understanding of the exercise in general, what will happen during registration, and what their particular tasks during the exercise will be. It is important to ensure that there is a balance between men and women refugee workers, as well as ensuring that they represent the community (ie. they should not all be urban english/french speakers if the majority of the community is of rural origin).

9. Registration supplies

9.1 All registration supplies should be budgetted for under the relevant project, either for local purchase or for Headquarters purchase.

9.2 The following registration supplies will be available from Geneva. Except in emergencies they should be ordered well in advance. If there is a requirement for any additions to the cards or forms this should be clearly indicated, otherwise standard designs, in English, will be sent. The items are available in standard registration kits, based on a population of 30,000 persons. The kits contain the following items:

Item	**Quantity** for 30,000 refugees (10,000 families)
Wristbands	30,000
Fixing Tokens	30,000
Temporary Cards	10,000
Registration Cards	10,000
Control Sheets/Passenger Manifests	1,500
Registration Forms	10,000
Registration Guidelines	10
Registration software	1
Software manual	1
Plasticized code sheets	15
Single hole punches for Registration Cards	15
Permanent markers	15
Black ball points	30
"White out"	5
UNHCR caps (for identification)	15
Plastic rubbish bags	15

See Annex B and C for samples. All Forms are self-carbonated, in triplicate.

9.3 The following is a checklist of items you may need to carry out a registration exercise. Those items which are not available in country, or in the region, can be ordered from Geneva.

- Armbands, and vests
- Bottles Ink
- Box files

- Clipboards
- Double-hole punches for filing control sheets
- Gentiane Violet (2kg per 30,000)
- Heavy Duty Elastic Bands
- Ink pads
- Megaphones, plus batteries
- Registers
- UNHCR Stamps

10. Security of registration supplies

10.1 All forms, cards, UNHCR stamps and inkpads should be kept, under lock and key, in the trunk in which they arrive. The trunk itself should be placed in a locked store-room.

10.2 The senior UNHCR official should be the only person who retains the key to the trunk.

10.3 Control sheets/manifests should be delivered to the clerks, together with a limited number of temporary cards at the beginning of each transportation exercise. One clerk should be responsible for temporary cards. The numbers of the cards should be recorded at the time of delivery to the clerk, and both the giver and receiver should sign for the cards handed over. (Information to include the total number of cards, as well as the serial numbers.)

10.4 Wristbands, Registration Forms and Registration Cards should be dealt with in the same way.

10.5 On completion of a registration at the border, unused cards, together with the file copies of the control sheets and passenger manifest, must be returned to the senior UNHCR official. The total number of returned cards and their serial numbers must again be noted and signed for by both parties. Returned cards should include any that have been accidentally damaged during the day.

10.6 Returned border cards and the UNHCR stamp(s) must be locked up again.

10.7 The senior UNHCR official is responsible for verifying the number of border cards issued against the number of families on the control sheets and the passenger manifest.

10.8 The same system will apply to registration forms and cards, with verification of the number of cards issued against the number of registration forms completed and the numbers of families/people on the passenger manifest and/or control sheet.

10.9 Security of forms and cards for other forms of registration must be as strict, following the same general lines as above. At no time must registration forms, transit cards, fixing tokens or registration cards be outside the control of a designated UNHCR official. Everything must be signed for on issue, and accounted for after use.

10.10 The security of cards and UNHCR stamps cannot be over emphasised, both during and after the exercise. Where Government officials or another party has been the main manager of the exercise UNHCR should still maintain control over all registration cards and new cards should only be issued according to strict criteria for registration of new arrivals.

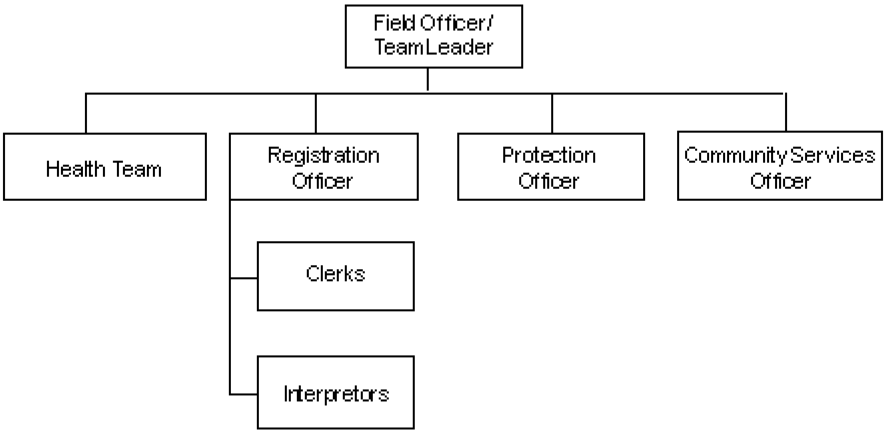
10.11 All other stocks (staff identity clothing, clipboards, etc) should also be returned each night to one nominated person, who is responsible for handing it out each morning as well.

11. Possible staffing requirements for registration scenarios

11.1 Different types of registration will require different staffing levels. It is important to ensure that there is adequate staff for whichever scenario you are dealing with.

11.2 It is important that the Protection Officer is involved in registration, particularly during an influx, but also with the Information Campaign. Registration is not a full time function for a Protection nor a Community Services Officer, but they must be included in the planning.

11.3 In an emergency

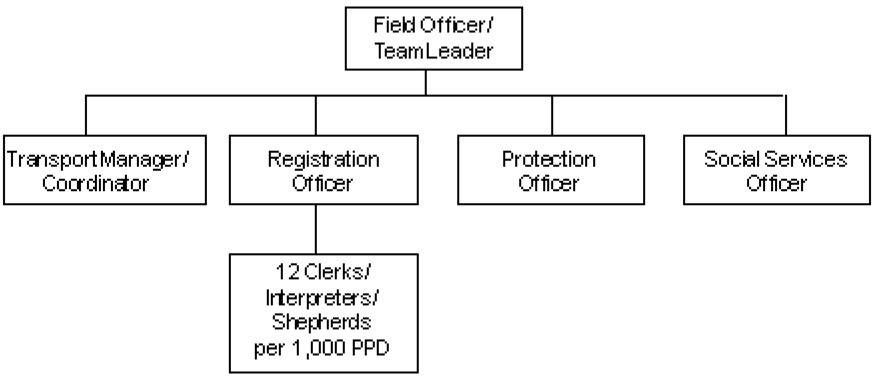


The number of clerks/interpretors will vary according to the size of the influx, whether new wristbands are being issued, etc. One (good) clerk can issued 1000 wristbands per day.

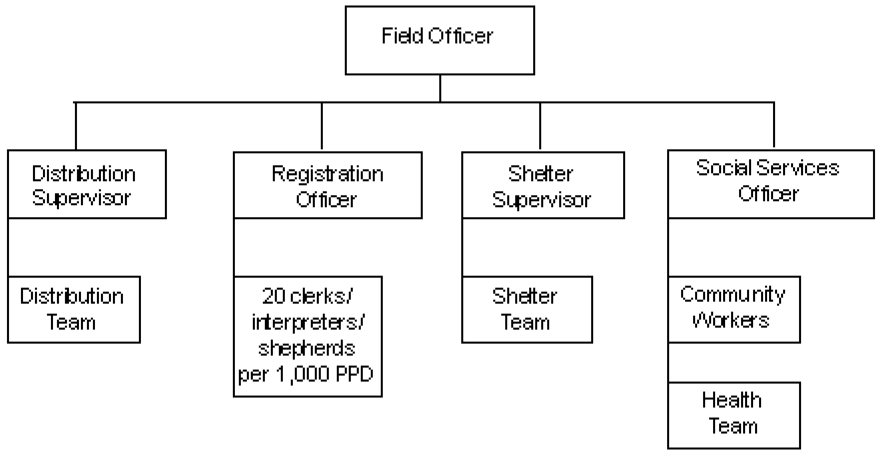
11.4 During Movement

(a) Border Reception

If the numbers to be moved are more than 1,000 persons per day, the number of clerical staff would need to be increased.



(b) Camp Reception/Registration



11.5 Established camp situation

(a) These systems require a number of phases including planning and actual implementation. Staffing requirements may be drawn from WFP, government agencies and NGOs operating in the camp. The core staff in the organigram should retain their functions throughout the planning and implementation of the exercise.

(b) Depending on the size of the exercise some of the functions could be doubled up, thereby reducing staffing requirements. Any excess staff should be involved in general monitoring of the exercise.

(c) Enclosure System

(d) House-to-House System

(e) Registration Points

(f) The two-person clerical teams, which will enter the refugee shelters, should be comprised of one female and one male, especially in Islamic situations. There should be one good supervisor in each team, and at least one of the team should speak the refugees 'language.

(g) Registration Phase in enclosures for both Systems

(h) All international staff should monitor where time allows. The team of clerk/table guards should be swapped round after each session to avoid possibilities for sustained fraud within teams.

(i) In addition to the above staffing, there may be a need for interpreters to be attached to clerks during this phase.

11.6 Duties

(a) Field Officer/Team Leader

Management and supervision of all aspects of the border/camp registration operation.

(b) Transport Manager/Coordinator

Ensures availability of vehicles for transport of refugees. Supervises loading of vehicles and completion of all Passenger Manifests.

(c) Protection Officer

Interviews selected cases to determine causes of flight. Identifies specific protection cases.

(d) Social Services Officer

Supervises health team and community workers. Takes decisions on vulnerable cases and ensures adequate assistance and transport for them.

(e) Registration Officer

Supervises all aspects of registration, including clerks, interpreters and shepherds. Ensures security of cards/tokens/bands. Ensures that all documents are correctly filled out.

(f) Distribution Supervisor

Oversees distribution of food and non-food items for refugees.

(g) Shelter Supervisor

Allocates plots of land for refugees to construct shelters. Ensures that refugee families have shelter material and necessary tools. Provides assistance to vulnerable cases.

(h) Registration Coordinator

Overall management and planning of the exercise; liaison with government authorities, Branch Office or Headquarters, and refugee committee; finalisation of plan.

(i) Logistics and Communications Officer

Ensure that all vehicle and telecommunication needs are available in time; draw up vehicle utilisation and telecomms plan; act as team leader for Housekeeping and Enclosures Officers, ensuring that all equipment/building/catering supplies are in place at the right time.

(j) Information Officer

Plan and implement information campaign for refugees prior to the exercise; act as focal point during the exercise for shepherds and refugees assisting with the exercise, and provide information to the refugees until completion of the exercise.

(k) Security Officer

Ensure that military and/or police security is available in suffient numbers, that security personnel are available on time, with sufficient supervisory staff and are fully briefed; ensure camp security during Phase One of the exercise; Act as team leader for staff, training and supplies Officers, particularly as regards recruitment and training of guards, and the security/delivery plan for tokens and registration cards.

(l) Medical Coordinator

Ensure there is a small medical team available in (each) enclosure during Phase One; ensure the availability of a medic for any staff who may fall sick during the exercise; Arrange for lists of those patients who are in hospital, handicapped, or who are otherwise unable to join Phase One of the exercise; Ensure that this group are all dealt with separately during Phase One and receive Tokens.

(m) Enclosure Builder

Plan and ensure that sufficient equipment and supplies are available for construction of the enclosures; identify and recruit workforce for construction; ensure that enclosures remain intact during the exercise.

(n) Enclosure Officer

Supervise all staff at the enclosure during the implementation phase. Coordinate security at the enclosure. Ensure security of all tokens.

(o) Housekeeping Officer

Ensure sufficient accommodation and food, etc., for all staff coming into the area for the exercise.

(p) Staff Officer

Identify and fill staffing needs for clerical teams (non-refugee staff), Shepherds (refugee staff), Supervisors, other registration staff, Monitors and guards (non-refugee staff), and ensure that sufficient staff are brought in to cover all needs in such a way as to minimise the possibility of malpractice by staff during registration; Propose payment rates for daily staff and ensure payment is made; Liaise with Training Officer regarding training programme.

(q) Training Officer

Draw up training plans and timetable for all support staff who are brought in; Ensure that sufficient and appropriate training is given to all staff in the two days before Phase One begins.

(r) Supplies Officer

Responsible for identifying, ordering and follow-up to ensure arrival of all material supplies required in connection with the registration exercise (staff identification, registration kits, etc.); Responsible for security plan for storage, handling and distribution of tokens and registration cards; responsible during the exercise for monitoring the security of tokens and registration cards, and for ensuring that adequate supplies of all materials are available as and when needed.

12. <u>Reporting on a registration exercise</u>

12.1 Information from the control sheets

(a) Immediately following the registration, preliminary information on the registered caseload will be available from the control sheets. By quickly putting the information contained in the control sheets into the computer ,you will have a provisional list of beneficiaries, pending the computerization of the registration forms.

(b) From the control sheets, you can compute the following information:

- total number of families
- number of adult males and females
- number of males and females aged 5-18
- number of males and females under five
- total number of persons
- total number of vulnerable persons

• average family size (by dividing the number of persons by the number of families)

If you have registered populations in different locations (camps), make sure that you tabulate this information per location (camp).

12.2 Information from the registration forms

(a) Once you have a computerised database containing information from the registration forms, you can obtain consolidated and updated information for the end of each year.

(b) As a minumum for each camp being registered, it should be possible to obtain the following demographic information from the database:

(i) Population by nationality/ethnic origin.

(ii) Total population by age and sex. The minimum age breakdown which you should seek to obtain is: 0—, 5 —and 18-and-over (see also the Control Sheet (Annex B(1)).

(iii) Family size. The number of families with sizes of 1, 2, 3, ... and up to 10 or more, the total number of families and the average family size (total population divided by number of families).

(iv) The number of households headed by single males and single females.

(v) Vulnerability. The number of vulnerable persons by type of vulnerability.

12.3 The Registration Report

(a) Following the registration, a brief Registration Report should be provided which describes the main phases of the registration, lessons for future registrations and the usefulness of the registration supplies (if they were supplied).

(b) The aim of the Report is not to provide all the details of the registration, but rather to present the main results. A copy of the Report should be sent to Headquarters (Desk and the Food and Statistical Unit).

(c) Issues that could be discussed in the Report include:

- planning
- relations with the Government and implementing partners
- staffing
- training
- costs
- distinctive characteristics of this particular registration exercise (high pressure/emergency or enough time for careful planning, cooperative or uncooperative population/authorities/partners, etc.)
- stable or changing population
- the type of registration method chosen and the reason for choosing this approach.

(d) Lessons learned: what lessons can be drawn from the registration? what suggestions do you have (what to do and what not to do) for others carrying out a registration?

(e) Usefulness of the Registration Guide: was the Guide of use? do you think that topics should be expanded or are not covered at all by the Guide? should the text be changed or should sections be deleted?

(f) Usefulness of the registration kit: did you need all the items? should the kit contain more items?

PART 6: Distribution at Camp Level

1. <u>Introduction</u>

1.1 This part provides a brief introduction to different distribution systems. It is not intended as a comprehensive guide to distribution, which will be the subject of separate guidelines at a later stage which will include details on staffing, monitoring, reporting, control systems, problems, etc.

1.2 Thinking about the type of distribution system envisaged at the outcome of your registration, or estimation, exercise will help to define the type of information you gather, and the way in which the information is analysed and presented to government or operational partners and beneficiaries. Will you need to identify heads of family, group leaders, local community leaders or others by name on distribution lists? Will the system you are planning enable you to aggregate numbers of families/households or persons within the groupings you plan to use, and will you need or be able to access more detailed information on famillies or individuals to solve problems arising at distributions? If an estimation of the population results in a reduction of the planning figure for assistance, how will the distribution system cope fairly with the reduced quantities of food and relief items? This section is designed to help you consider the range of distribution options available and reach such decisions before embarking on a registration or estimation exercise.

1.3 Distribution of food and relief goods will require:

(a) a comprehensive picture of the population and its leadership;

(b) a decision on the groupings (families, sections, communities, etc) to be used as distribution units;

(c) a system that is easily understandable and acceptable to the refugees;

(d) constant monitoring and review.

1.4 UNHCR has ultimate responsibility for the well being of the population. It is responsible for arranging final distribution of commodities and for undertaking a continuous assessment of the nutritional status. It is vital, therefore, that UNHCR ensures that the system to be put in place after a registration or estimation exercise is the best possible one, considering the information that will then be available. This must be negotiated at the start with the implementing partners responsible for actual distribution. A distribution plan should be drawn up during the planning phase, prior to the start of registration. This distribution plan should be included in the relevant Sub-agreement, which should also provide for monitoring and reporting.

1.5 A good distribution system will ensure that:

(a) The right people receive regularly the correct quantities of (appropriate) food and relief commodities in good condition.

(b) Beneficiaries accept as fair and efficient the groupings used as distribution units.

(c) Beneficiaries know what their entitlements are.

(d) Beneficiaries do not have to wait too long to collect rations.

(e) No one is overlooked or discriminated against.

(f) Beneficiaries are involved in the distribution.

(g) Beneficiaries are informed of what is going on.

(h) Abuse is controlled.

(i) Distribution is regular and quickly achieved.

(j) Distribution can be easily controlled and monitored.

(k) It is cost effective with minimal loss and fraud.

2. Distribution

2.1 Regardless of the system put in place it should be the consistently applied, with the same entitlements, for the whole of an area or country. Differences can lead to population movement towards what is perceived as "the best "or problems within a camp where it is perceived that another camp is receiving more of a preferred commodity.

2.2 Generally, distribution can be divided into two broad categories:

- community based distribution; and
- centrally organised distribution

2.3 Within each category there are distribution systems which are applicable prior to a registration exercise and others which depend on a sound data base, as well as registration cards. Any of these systems can be used during either an emergency influx and/or in a camp. In addition there are two options for food deliveries to dispersed populations.

2.4 Community Based Distribution

This aims to involve the refugee community in the design and implementation of distribution as much as possible. It aims at giving the maximum possible responsibility to refugees and maintaining traditional coping mechanisms.

(a) Distribution through community leaders

This is based on the existing authority structure within the refugee population. The assumption is that leaders and/or elders, apart from advocating the interests of their groups, are the people who, given the right conditions, can ensure a fair distribution of commodities to all members of their group. When applied in situations where o full registration has taken place it relies on the leaders to inform you of the number of people in their group and they are then responsible for the distribution of food to individuals/households. In order to minimise fraud a reliable monitoring system needs to be in place.

(b) Indirect distribution

(i) This requires a very stable camp, with full registration, which relates the address to the ration card, but which does not require, necessarily, ration cards. It also requires refugees to be fully informed of their entitlements and a community that works together. The basic unit for distribution is the section (sub-section or block).

(ii) A food committee is set up in each section (sub-section or block). Food is delivered at an agreed time to each section, with quantities based on the number of people registered in that section. The Food Committee is responsible for ensuring the distribution of the food in the correct quantities to each family in the section.

(iii) This does require careful monitoring, but has the advantage of:

- being easily administered;
- involving refugees to the maximum possible extent;
- ensuring that numbers of rations are always known.

(c) Self monitoring distribution

Ration cards must be marked with the family size. On distribution day, groups of (for example) 20 people should be formed of ration card holders. Commodities are pre-positioned at the distribution centre in bulk quantities for the whole group of 20. The group is allowed into the centre and given the bulk quantity. They then proceed to divide it up amongst themselves. Distribution to several groups can be effected at the same time, but a monitoring presence will be required.

2.5 Centrally organised food distribution

The following section describes distribution systems which are implemented without any major involvement of the recipients, other than as beneficiaries. Whilst these systems may be used at some stage of an operation every effort should be made to ensure that eventually there is maximum beneficiary responsibility in any distribution system.

(a) Distribution to women

In the absence of a proper registration and the issuance of registration cards, this system tries to ensure that the food goes directly into the hands of those people who demonstrate the strongest interest in ensuring that the entire family gets fed. In the absence of detailed family information, it is based on an estimation of the percentage of women within the total population. For example, if it is found that women constitute 40 per cent of the population, then every woman should be provided with 2 1/2 rations for the distribution period being covered. It is far from an ideal system and will result in inequalities, since single women will receive 2 1/2 rations while those with a larger family may not receive enough. In addition, single men will have to "attach" themselves, from a ration point of view, to women benefiting from the distribution. It is a system which could be tried where large-scale diversion to men outside the camp has been noted and where malnutrition among children is widespread.

(b) Distribution to every individual

(i) The classic example for this type of distribution is the soup kitchen. Each individual receives a cooked meal, eg some kind of porridge instead of a dry ration. It is expected that only those in need will come to the daily distributions. The cumbersome procedure of joining a long queue for a single meal will, by itself, limit the extent of abuse.

(ii) It is a time-consuming and costly method of distribution, as it requires major inputs in both staffing and equipment. In refugee operations it is usually applied in the form of special feeding programmes for malnourished children and hospital patients.

(c) Distribution to heads of household

This is the method most commonly used and allows one or two family members to come and collect the food for the entire family. It requires that a family or household based ration card has been distributed, or that the name of the family head appears on a distribution list, and that of the family head and/or members of the family can be satisfactorily identified by distribution staff and others present.

2.6 Ration shops

(a) Centralised: There can be one distribution centre for the whole camp population. This approach assumes that there has been an attempt to “fix ”the population with numbered cards on which items distributed can be marked.

(b) Decentralised: There can be multiple distribution points throughout the camp. This assumes that full registration has taken place and that people are in possession of ration cards. It also assumes a logistics system that can ensure delivery to all points on time and a proper monitoring system.

2.7 A Clerk-Registrar, who has a register, checks the card of the individual against the register and ticks off the number(s). Cards which have been reported lost or stolen and cards which have been invalidated should already be marked on the list. After receiving the rations, the card is punched on exit from the compound.

2.8 At the end of the day the register contains a record of all cards presented and quantities distributed can be checked against this. Since ration cards are marked, they can be monitored.

(a) The advantages of this system are:

- it is convenient;
- it guarantees a specified ration;
- control over distribution staff;
- cards presented can be tracked;
- number of rations distributed always known;
- facilitates monitoring of both stock and individual rations

(b) The disadvantages are:

- costly;
- labour intensive
- ration cards easily change hands unless the linkage to registration data is closely monitored;
- tends to institutionalise food entitlements over time

2.9 Distribution to dispersed populations

Dispersed populations consist usually of people who have fled across a border and live in villages of nationals of the country of asylum who are of the same clan. Assistance can be provided either through community programmes or directly targetted to the individual refugee family, which may be based on the food needs of refugees only, or of others in the community in addition to the refugees.

(a) Community Assistance

This presupposes that the host community requires assistance, either because it is they who provide food and other items to the refugees, or because they have additional needs of their own for assistance. This requirement may or may not be directly related to the influx of refugees. In some instances of this kind instead of giving preference to the refugees or their hosts it may be necessary to make assistance available to all in need. This will involve establishing criteria for need, which can be determined in consultation with local leaders, local institutions, operational partners and social services. Food for Work activities offering minimal payments can also act as a filter allowing the neediest groups to 'select', and may serve as a substitute for generalised food distribution, which runs the risk of creating unnecessary dependency on assistance.

(b) Assistance to Refugees

In the event that the host community does not require additional assistance it may be distributed directly to the refugees. Distributions can be organised through the local authorities, or local relief structures, who may have the advantage of being able to distinguish the refugee population easily. It should be expected that the food and other items provided will be shared with the host family, thus easing the burden on their household stocks. Where refugee families are living on their own the provision of food assistance may be their only means of survival.

2.10 Vulnerable Groups

(a) Ideally the community will take care of vulnerable refugees. However, the situation will require careful monitoring to ensure that this is the case. It may be worth considering having either a different system or a different timing to distribute rations or relief items to this particular group.

(b) Those who are vulnerable because they are isolated or minority groups could have separate distribution times so that monitoring can be intensified. Those who are elderly or partially handicapped could have special procedures.

3. <u>Equipment for ration distribution</u>

The following is a list of some basic equipment you require to:

- measure rations
- enable refugees to collect their share
- inform refugees of their entitlements

(a) Large weighing scales: these should be available for spot checking weights of commodities received in sacks.

(b) Scoops: Scooping should only be used when it is not possible to distribute in bulk. Scoops should be standard, marked with the weight, regularly checked and provided from a central source. They should not be hand-made products found on the spot.

(c) Sacks/Tins: these should be provided to refugees to carry away their rations on the first distribution day. They should be informed that they must return with them on subsequent distribution days.

(d) Posters: these need to be made to make the refugees aware of their entitlements. They should be clearly posted, showing the instruments that are used to measure the ration, and the ration per person.

(e) Blackboard: this is useful to have at the entry to the distribution area to list items and quantities that will be issued during a particular distribution. If the standard ration is not being distributed, or one commodity has been substituted for another, there should be an explanation. If there is an additional item for a particular distribution, it should be explained that this is not a regular item. Informing the population in good time will help offset some of the problems that can arise from irregular food supplies.

4. Refugee involvement

(a) Set up food committees as quickly as possible and review them regularly to ensure they are representative. Ensure that women, who usually collect firewood, water and food, form the majority on the committee.

(b) Inform refugees of their entitlements, and the system which will be used to distribute.

(c) Involve refugees, particularly women, in both the information campaign and the distribution process.

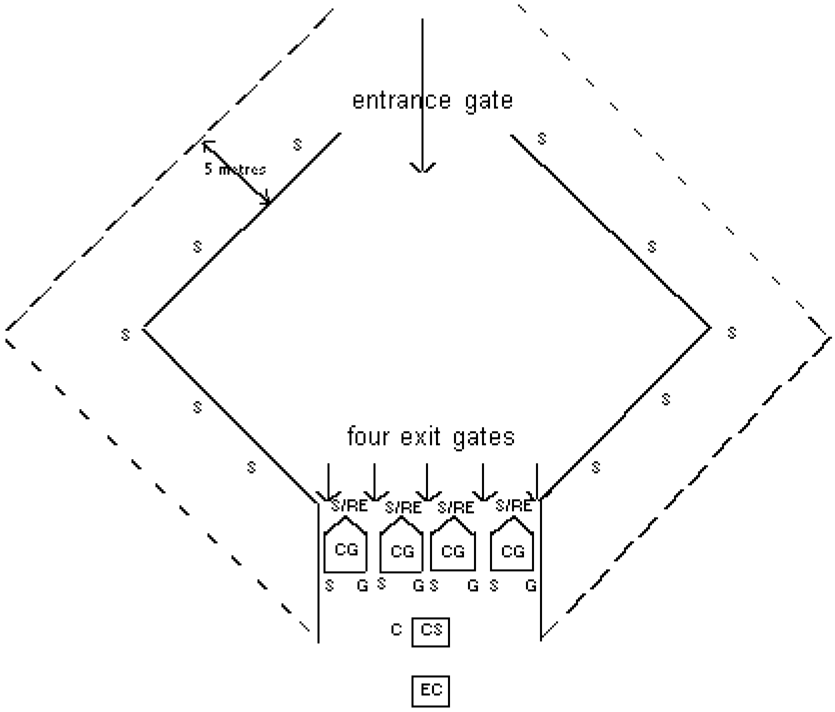
(d) Employ refugees where possible in the distribution system.

(e) Communicate (not merely inform) regularly with the food committees. Involve them in problem solving, reviewing systems and in the composition of the food basket.

Annexes

Annex A

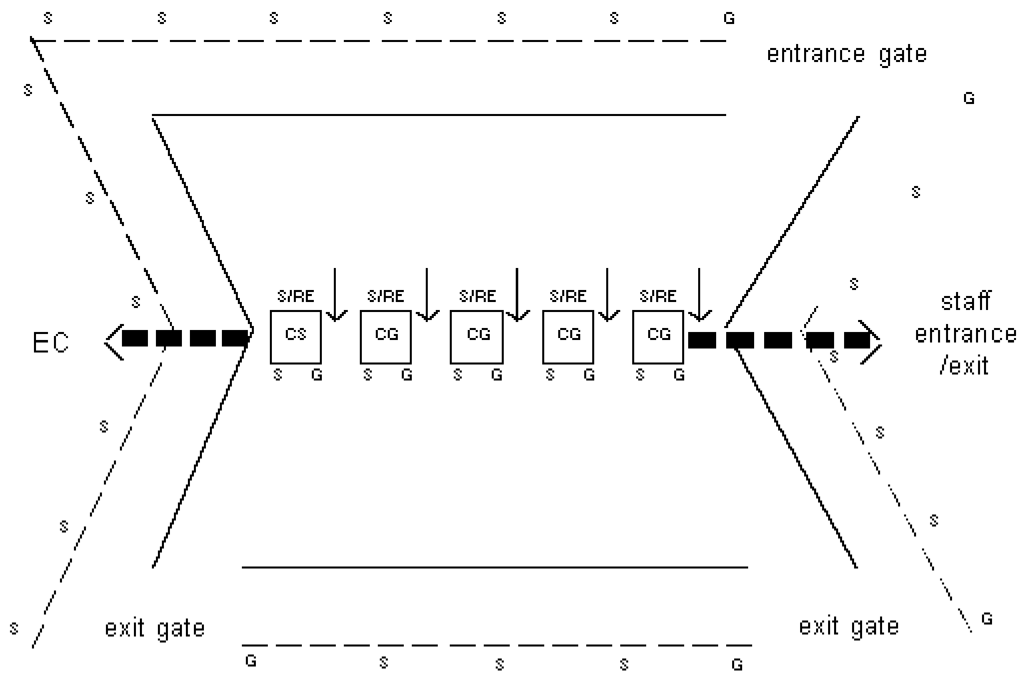
Sample Plan of a Registration Enclosure (1)



----- Bush fence/rope
___ Pole and wire fence

S	Security Guard
CG	Coupon Giver
RE	Refugee Elder
G	Gate Guard
CS	Coupon Supplier
C	Coupon Guard
EC	Enclosure Supervisor

Sample Plan of a Registration Enclosure (2)



----- Bush fence/rope

___ Pole and wire fence

S Security Guard

CG Coupon Giver

RE Refugee Elder

G Gate Guard

CS Coupon Supplier

C Coupon Guard

EC Enclosure Supervisor

Annex B (3) Population Sample Survey Form

ANNEX B(3)

United Nations
High Commissioner
for Refugees

Population Sample Survey Form

Household Number	Name of HOF	Nationality	Household Size	No. of Females	No. of Males	No. of Children under 5	Vuln. Groups (*)
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							

20							
21							
22							
23							
24							
25							
26							
27							
28							
29							
30							
TOTAL							
AVERAGE (**)							

* Are there any vulnerable persons present (Yes/No)? (single parent, single female, unaccompanied minor, unaccompanied elder, physically disabled, missing child)

** To compute averages, divide the total in each column by the total number of households recorded on this form. Take all computations to two decimal places, eg. average household size: 6.47

Annex C (5)

Sample Information Circular for the pre-registration Information Campaign

1. Why is the registration exercise being done?

- So that UNHCR and other agencies providing services to refugees may plan programmes based on the real numbers of beneficiaries.
- So that the correct quantities of food and non-food items can be planned for the actual number of people in the camp.
- So that there are enough staff in the camp to assist refugees.
- So that there are appropriate numbers of doctors and nurses and medical supplies for the needs of the community.
- So that assistance to vulnerable persons with special needs may be provided in a timely and appropriate manner.
- So that refugee rights and responsibilities are recognized.
- So that protection to refugees may be provided with greater ease and efficiency.
- So that tracing of family members in other locations may be facilitated.
- So that those providing assistance may be able to better know the beneficiaries they are assisting.
- So that the host government granting you asylum knows how many persons are under its care and responsibility.
- So that the international community is aware of your needs and that appropriate funds may be

made available for the assistance of the refugees.

- So that eventually, if a solution to the reason for your flight is found, you may be assisted to return home and so that UNHCR and other agencies in your home country are aware and prepared to assist you upon your return.

Being registered is to your advantage. When everyone in the camp is registered, only those with cards will be entitled to assistance. Newly arriving refugees will have to undergo a screening process prior to being registered.

Registration does not mean that you will be forced to repatriate nor that you will become a permanent resident of the country of asylum.

Registration will enable those helping you to do so better, thereby improving your living conditions and possibilities of finding a more permanent solution to your situation.

2. What will happen during the registration period? (this part will change depending on which procedure is used. The example below is based on fixing tokens and temporary cards.)

Day 1

- Everyone will be asked to remain in the camp. Registration tables will be set up throughout the camp. You will be shown in advance where they will be located
- Families are requested to line up together at the appropriate registration table to collect a fixing token. When your turn comes up, you will be asked to dip your left hand in a bucket of gentiane violet, an ink solution which is not toxic. The purple colour that remains on your hand will allow the registration team to see that you have been issued a token.
- Each person in your family will dip their hands in the gentiane violet and receive a token. This is all for the first day.
- It is extremely important that everyone receive a token on the first day. No tokens will be issued after the first day. Family size is determined by the number of tokens. Therefore, it is very important that your entire family comes to collect their tokens.
- While you and your family are lining up to collect the tokens, security guards will be patrolling the camp to make sure that your belongings will be safe.
- You must remember to mention the names and hut/tent numbers of any persons whom you know are unable, for whatever reason, to come themselves to collect their token. If they are ill, a registration team will go to them to issue the token. The information you provide us will enable us to find these people and make sure that everyone in the camp is registered and receives appropriate assistance.

Day 2 and longer if required

- All heads of families are requested to collect the tokens of their family members and to line up at the registrations tables once more in order to exchange the tokens for a registration card.

- If you have a child who is not your own living with you, bring the child with you along with his/her token. No card can be issued on behalf of someone else.
- One card will be issued per family with the total number of family members marked on it.
- You will be asked to provide information about your family. How many children are there? What are their ages? Are they boys or girls? You will also be asked to provide the registration team with information about your province/commune/village of origin in your home country. This will facilitate reunification with other family members who may be in other camps.
- Your registration card bears a number which is recorded with UNHCR. With this card you will be able to collect food and other goods that are provided to all refugees.

Annex D (1) Documents consulted during the preparation of these Guidelines

GENERAL REPORTS

Refugee Enumeration & Statistics: Individual Cases in Europe (Stephenson EVAL/STAT/13), 1993
Refugee Enumeration & Statistics: Mass Determination Programmes (Stephenson EVAL/STAT/13), 1993
Handling & Processing European National Refugee Statistics (Stephenson), 1993
Technical Notes: Enumeration & Population Statistics (Stephenson), 1993
Factors shaping the choice of enumeration systems in Mass Determination Programmes (Stephenson), 1993
Collection of Refugee & Asylum Statistics (Mwisomba), 1992
Refugee Population Statistics - internal discussion paper (Tahir Ali), 1991
EMTP: Population Estimation, Registration and Distribution Notes, 1991
Proposal to develop a standardised enumeration and Registration System (Tahir Ali), 1990
Registration in Emergencies (Oxfam Guide no.6), 1993
A Checklist for commodity distribution Part 1•Identification (HCR Training Package), 1988
Problems of Beneficiary Registration in food emergency operations (Disasters-Stephenson/Romanovsky), 1987
A Review of Refugee Enumeration: Proposals for development of a unified system (Romanovsky/Stephenson), 1985

DISTRIBUTION

Monitoring implementing partners in food distribution
Ensuring equitable access
Distribution and monitoring in refugee relief operations: Overview 1984
Idem: Which arrangements to choose, 1984
CARE Ration shop system : Case study Somalia and Sudan
Distribution to refugees (SFAS Handbook)
Extract from WHO Management of Nutritional Emergencies
A Checklist for Commodity Distribution: Part 2, 1988
Management of food for the Sudanese Refugees in Pakelle (Goudstikker, Note for the File), 1993
Extract from document on Instituting a Distribution Method
Form: Sample Food Monitoring Record Population Estimates
Population Estimation, Registration and Distribution (Tahir Ali draft for proposed revision of Emergency Handbook), 1991

Demographic Characteristics of Normal Populations (some benchmarks for comparison
Rapid procedures for estimating the size and composition of a population in a limited area

COMPUTERISATION

Deployable Mass Population Identification & Tracking System (DMPITS) (US Navy/CINCLANT), 1993
Example of Guatemala case system database, 1992

REGISTRATION KITS

2 documents by Tahir Ali

MISCELLANEOUS

The Emerging Problem Sequence during initial refugee settlement Draft Statistics Catalogue (Tahir Ali), 1991

COUNTRY INFORMATION

Bangladesh	1988
Benin	1993
Cote d'Ivoire, Sierra Leone & Guinea	1990
Djibouti	1993
Ethiopia	1989
Eritrean Repatriation	1993
Honduras	1980's
Iraq (Zakho)	1991
Kenya	1994
Kenya (Ifo)	1992
Kenya (Mandera)	1993
Malawi	1988
Rwanda	1993
Slovenia	1993
Tanzania	1994
Zaire	1984

Annex D (2) Glossary and Definitions

Closed Camp	A camp which is no longer receiving new refugees
Control Sheet	Used to list people to whom a Border Card has been given, Passenger Manifest including Card number. Annex B (1)

Enclosed Camp	A refugee camp which is physically surrounded by a fence and where refugees are not free to come and go.
Fixing	A rapid, and approximate, means of defining and limiting a target population so that persons of concern can be more readily identified for further registration.
Fixing Token	A pre-printed card issued to individual refugees in order to define their entitlement to registration. No information is collected during a distribution of fixing tokens. Annex C (1)
Household/Family	A group of persons who usually reside and have their main meal together.
Registration	The process of identifying and documenting individuals and families of concern to UNHCR by which systematic information is obtained to facilitate protection, programme planning and verification.
Registration Card	Card issued to a refugee Head of Household giving individual identification number, indicating number of persons in family and also used as a beneficiary card for ration and other distribution. The identification number is linked to a registration form, which contains fuller information on the household. Annex C(4)
Registration Form	The form completed prior to distribution of a registration card. Information on the Form may be computerised at a later stage. Annex B (2)
Shepherd/Usher	A refugee, respected within the community, who is responsible for ensuring that refugees know what to do during a registration exercise.
Temporary Card	Card issued to a Head of Family at a Border Reception Area or Transit Camp, which will later be exchanged for a Registration Card. Annex C (3)
Transit Camp	An area, with at least overnight facilities, where refugees Reception Area are gathered prior to moving on to a more permanent settlement.
Unaccompanied Child	A child separated from both parents who is not being cared for by an adult who, by law or custom, is responsible to do so.
Vulnerable	Physically, mentally or socially disadvantaged persons who may be unable to meet their basic needs and may therefore require specific assistance. See Part 5, Vulnerable groups.