UNHCR
HANDBOOK FOR REGISTRATION

Procedures and Standards for Registration, Population Data Management and Documentation

Provisional Release (September 2003)

UNHCR

United Nations High Commissioner for Refugees
Haut Commissariat des Nations Unies pour les réfugiés

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— Foreword —

Registration of refugees and asylum-seekers is, first and foremost, a key protection tool. It can help to protect refugees from refoulement and forcible recruitment. It can ensure access to basic rights and family reunification, help to identify persons in need of special assistance, and provide information crucial to finding appropriate durable solutions. Registration is also a primary source of information about persons of concern to UNHCR: who and where they are, their problems, needs and strengths.

UNHCR has been registering refugees and asylum-seekers since it began its work more than 50 years ago. The problem has been that registration efforts have often fallen short of their goals of making available the comprehensive information about persons of concern needed to guarantee their protection. There have also been difficulties in ensuring the integrity of that information. Registration activities have been hampered by prevailing dangerous conditions and limited resources. During large-scale population movements, understaffing and fluid environments have proved major obstacles to registration—and therefore to protection of persons deserving of international protection. Pressure to improve registration possibilities has come from many different sources in recent years. Female refugees have urged us to ensure that identity documents are issued to every individual. Our donors demand credible and reliable registration data from us on which they can base their funding decisions.

In 2001, UNHCR's Executive Committee adopted Conclusion No. 91, which confirmed the fundamental principles on which all registration activities should be based. Translating that policy into practice, the Department of International Protection and the Division of Operational Support developed a "unified approach" to registration: a system for registering refugees and asylum-seekers and for maintaining and updating relevant information about populations of concern that can be adapted for use in virtually any setting.

In this Handbook, the Organization's staff and its government and non-governmental partners can find detailed and accessible information on how to set up registration activities, what data should be collected, and how to manage and protect the information gathered. We commend it as a valuable resource and an important tool of protection.

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— Table of Contents —

TABLES

ANNEXES

— Introduction —

The United Nations High Commissioner for Refugees (UNHCR) has been registering the persons under its mandate since its inception in 1951. Gathering reliable data on populations of concern to the Office has been approached in a variety of ways through the years, often depending on the prevailing conditions, resources and ultimate use of the information collected. Although some registration policies, standards, procedures and systems have shared common elements, there has not been a comprehensive and unified approach to registration, documentation and data management in refugee situations – until now.

Purpose and scope

Registration is an essential tool for protection, for the management of operations, and for the achievement of durable solutions. This Handbook presents UNHCR's core methodology for refugee registration. The system is applicable to asylum-seekers, refugees and other persons of concern to the Office and can be used in the diverse environments in which UNHCR operates:

● emergencies and mass movements;
● urban areas, where refugee status determination (RSD) may be the norm;
● camps for new populations and stable camp situations; and
● when implementing durable solutions, including voluntary repatriation, local integration and resettlement.

This unified approach to registration is based on several key policy decisions:

● UNHCR's registration system and processes will adhere to the minimum registration standards enumerated by UNHCR's Executive Committee (ExCom) in its Conclusion No. 91 of October 2001;[1]
● basic registration, meeting minimum standards, will be undertaken in the same way for asylum-seekers and refugees everywhere, and these approaches should also govern the registration of other persons of concern, such as internally displaced persons and stateless persons;
● an individual record, consisting of a prescribed minimum amount of core bio-data, will be established for each person of concern, from arrival through to solution; and
● minor variations are possible in registration procedures and in the information collected, depending on the operational context or the focus population.

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[1] See Annex 1(a) for full text, and Section 1.3 – *Executive committee conclusions* – for more information.

Target audience

The Handbook is intended for use by UNHCR managers and their international and national staff involved in registration, and by government and non-governmental partners whose responsibilities include registration and documentation of asylum-seekers, refugees and other persons of concern, such as internally displaced persons.

Some registration practitioners may find that the registration system in use in their area of responsibility already corresponds to the standards set out in this Handbook. Others will identify gaps and can use the Handbook to find the most effective methods and tools to attain the desired minimum standards in registration and population data management.

Structure of the Handbook

The Handbook is divided into two parts:

Part I – *Chapter 1 through Chapter 7* – contains fundamental concepts of registration and population data management, including:

- basic definitions and policy considerations for registration;
- operational standards for registration and related activities;
- overview of the standard process for registration and population data management; and
- levels of registration and standards for information in different circumstances.

Part II – *Chapter 8 through Chapter 25* – contains specific "how-to" guidance for registration and related activities in different situations, including mass influxes, camp situations, urban contexts and durable solutions. It is organized according to the generic process described in Chapter 4 – *Generic Process,* and is designed to lead managers and other registration practitioners through all stages of registration, documentation, and population data management.

The Annexes at the end of the Handbook provide examples of the concrete tools needed to conduct registration activities and facilitate population data management. Included are the standard forms, categories and codes to be used in registration, standard registration forms, standard objectives and indicators for registration and related activities, and examples of the standard documentation to be provided to refugees and others of concern.

The Handbook is one of the main instruments of UNHCR's effort to standardize registration, population data management and documentation. Managers who find that their needs cannot be met by the standard procedures and tools it contains should contact the Population and Geographic Data Section (DOS) or the Desk to determine the appropriate course to take.

This provisional release of the Handbook does not provide definitive answers to all questions regarding registration. Some practices and techniques described in the following

chapters will be more fully tested and then modified or re-formulated in future to improve their effectiveness.

Registration practitioners should regard this Handbook as work-in-progress that will be updated to reflect developments in the area of registration strategy design, methodologies, techniques and tools.

A final edition of the Handbook for Registration will be issued in the summer of 2004.

**Recommendations for use
of this Handbook:**

- Understand the principles and standards for refugee registration (Part I) for an overview of registration needed to set objectives, monitor activities, and supervise registration practitionners.

- Refer to Part II – the "how-to section" – for detailed guidance and instruction on how to undertake registration, documentation and population-data management activities.

- Use the generic process (Chapter 4) to navigate your way through Part II of the Handbook.

- Use the measures in Section 5.3 to improve your registration, documentation and population data management activities.

- Share your plans for registration with managers and experienced staff in your operation. Consult with the relevant units at Headquarters to clarify the use of the tools and techniques described in this Handbook.

- Ask for support (expert staff, coaching, training, or materials) as you need it.

Part One:
— Principles and Standards —

1. The Basics

Asylum-seekers and refugees have participated in registration processes even before UNHCR was founded. Until the late 1970s, those systems kept pace, to a greater or lesser degree, with the evolution of refugee situations. In Southeast Asia, for example, registration of Vietnamese boat people and Cambodians living in holding centers was, on the whole, comprehensive and effective.

During the 1980s, however, registration became more difficult in some of the larger refugee operations, notably in Pakistan, Iran, Ethiopia, Sudan and Somalia. During these operations, the purposes and benefits of "enumeration" were understood differently by the various governments and refugee populations involved. As a result, registration was inconsistent, at best. With no reliable information about the refugee population, local residents became mixed in with the refugees and ration-distribution systems became unmanageable.

A package of guidelines and registration tools issued by UNHCR in 1994, titled *"Registration: A Practical Guide for Field Staff"*, drew on further experiences in Ethiopia, Kenya, Somalia, Guinea and Cote d'Ivoire. In 2001, the Executive Committee of UNHCR issued its first conclusion dedicated to registration, reiterating the importance of registration as a tool for protection and, under a programme entitled "Project Profile", standards and tools for registration were to be incorporated into a comprehensive system.

This Handbook takes the evolution of registration a step further than the 1994 guide: it offers a core methodology applicable in most of the situations in which UNHCR assists refugees and other persons of concern. In place of large scale head-counts for enumeration purposes, it describes how to achieve a continuous process in which the individual record of a manageable number of people is updated and improved on a regular basis. In places where different approaches to registration are adopted for camp and urban situations, it describes a common set of standards and data which varies only in its level of detail from one scenario to another. In place of static population information, this Handbook describes how to achieve a living profile of the population that remains an effective tool for protection and in the search for durable solutions. This unified approach to registration will help ensure that refugees are better protected and that appropriate durable solutions are found.

Registration of refugees and asylum-seekers remains the responsibility of States. UNHCR assumes an operational role for registration only if needed. In all such cases, this role should be assumed jointly with the authorities of the host country, and/or the capacity of the host country should be developed to enable it to take on this responsibility at a later stage.

1.1 Definition of registration

For the purposes of this Handbook, registration is defined as follows:

> Refugee registration is the recording, verifying, and updating of information on persons of concern to UNHCR with the aim of protecting and documenting them and of implementing durable solutions.

While this Handbook uses the term "refugees" on some occasions, all persons of concern to UNHCR are covered by the standards and procedures detailed in the Handbook unless indicated otherwise. This includes asylum-seekers, returning refugees, resettled refugees, stateless and internally displaced persons who are of concern to the High Commissioner.

1.2   Registration and refugee protection

Registration is a fundamental component of international protection and it is the right of persons who may be of concern to UNHCR to be registered. Registration recognizes an individual to be someone of concern, or potentially of concern, to the High Commissioner and their continued need for protection. It is a first step in formalizing the protection relationship between the government and/or UNHCR and the refugee by allowing the refugee or asylum-seeker to avail themselves of the protection and assistance they need and permitting the government and UNHCR to provide protection and assistance.

> ➢   *At all times, registration should be undertaken with full respect for the confidential nature of the relationship between the protecting agent – government or UNHCR – and the person concerned.*

Registration helps **protect against refoulement,** arbitrary arrest and detention by making people known to UNHCR and the host government as persons of concern. It helps individuals, families and other groups of refugees get basic access to the rights, services, and assistance they need. Accurately registering children helps to **prevent military recruitment and to ensure family unity,** and, in the case of separated children, to **reunite families.** Registration also helps to ensure that decisions about **durable solutions are voluntary** by recording an individual's agreement to a particular solution. Accurate registration is also essential for **identifying cases** for which resettlement and local integration are the most appropriate solutions.

Registration can **foster freedom of movement** and minimize dependence. Registration should not mean that persons are confined to the place in which they registered. Nomads, for example, should not be forced to stay where they are registered or they will lose their livelihoods.

Registration is crucial for identifying **those who are at risk** and **those who have special needs.** These people are often the least likely to come forward and make their needs known. While UNHCR has clear guidelines on protecting refugee women and children, they cannot be fully implemented unless the groups covered by the guidelines are identified.

Reliable population information is needed at an early stage, regardless of the length of time people will remain in a country of asylum, in order to identify and implement appropriate **durable solutions.** Lack of information or collection of information for too narrow a purpose or too short a planning horizon can hinder future decision-making and slow the search for durable solutions.

The **number of people requiring protection and assistance** determines the amount of food, water and non-food items needed and the extent of shelter, health and sanitation facilities that should be made available. Planning figures must both closely reflect the true size of the population and be sensitive to changing circumstances. Donors increasingly call on UNHCR to justify its fund raising requests with details about the people involved. The information UNHCR provides to donors should include both an overview of the affected population and details of groups of particular concern within the population.

Information on where people come from helps to **prepare voluntary repatriation programmes** and to assess whether an area can absorb large numbers of returnees. Registration in countries of asylum can help to rebuild national civil registries in the event of return when the data can be made available to local and central authorities in the country of origin.

Deregistration ensures that registers are updated with information about progress towards the achievement of solutions, as well as the current status of persons of concern to UNHCR.

1.3 Executive Committee conclusions

In October 2001, UNHCR's **Executive Committee** issued **Conclusion No. 91**(LII) on refugee registration (see Annex 1(a) for the full text of the Conclusion). The Conclusion reaffirms the importance of registration as a protection tool and sets certain basic guidelines for all registration processes:

- Registration should be a continuing process that records essential information both at the time of initial displacement and changes in the refugee population, such as births, deaths, new arrivals, and departures occur.
- Registration processes should adhere to the fundamental principles of confidentiality.
- Registration should be easily accessible and take place in a safe and secure location.

- Registration should be conducted in a non-threatening and impartial manner, with respect for the safety and dignity of refugees.
- Personnel conducting the registration should be adequately trained and registration teams should include an adequate number of female staff.
- Whenever possible, refugees should be registered individually and the following information should be recorded: identity document and number, photograph, name, sex, date of birth (or age), marital status, special protection and assistance needs, level of education, occupation (skills), household (family) size and composition, date of arrival, current location and place of origin.

ExCom Conclusion No. 91 is important in that it represents an agreement between UNHCR and governments on how to conduct registration activities and the operational standards that apply. ExCom members expect UNHCR to make every effort to follow the standards and to monitor their implementation by States.

Other conclusions of the Executive Committee are pertinent to registration and documentation, covering issues such as documentation for all persons of concern including women, and the role of registration as a tool of protection. A list of the important conclusions and the paragraphs relevant to registration appear in Annex 1(b).

1.4 Relevant international instruments for registration and documentation

Requirements and standards for refugee registration are defined, albeit not uniformly, in numerous international and regional instruments, such as the 1951 Refugee Convention, UNHCR's Statute, the 1969 OAU Convention, the 1984 Cartagena Declaration, and UNHCR's Agenda for Protection, among others.

The 1951 Convention stipulates that contracting states will provide the High Commissioner with information and statistical data on the condition of refugees (Article 35), will provide refugees with identity papers and travel documents when refugees do not have any of their own (Articles 27 and 28), and will ensure the issuance of documents and certificates as would normally be issued to aliens on their territory (Article 25).

The Agenda for Protection, adopted at the 53rd Session of the Executive Committee in June 2002, makes specific reference to enhancing the registration and documentation of refugees and asylum-seekers under Goal 1, Objective 11. See Annex 1(b) for relevant text.

The table in Annex 1(b) provides a brief overview of the relevant articles and provisions related to registration and documentation in the international instruments and other legal texts concerning refugees and displaced persons. For the actual text, please refer to the instruments themselves.

1.5   *Registration and protection of refugee children*

The needs and rights of refugee children, including adolescents, are often overlooked in policy-making and operations, although their needs, and their legal and social status, can be significantly different from those of adults. Refugee boys and girls are first and foremost children. Their need and right to a family, to education, and to protection against exploitation, abuse, and violence require special attention.[2]

> **Refugee children** are those persons who are refugees or others of concern under the age of 18.

The registration of refugee boys and girls is an important step in ensuring their protection. More than with any other group, the protection of children can be linked to their registration. Unregistered children are often "invisible" to UNHCR, operational partners, the host government and the international community, making it difficult if not impossible to provide them international protection.

Specific risks faced by unregistered boys and girls in refugee or refugee-like situations include military recruitment, sexual exploitation, abuse and violence, early and forced marriage, slavery, trafficking, permanent separation from families, and unauthorized and illicit adoption.

Registration of children should always be a priority.

The registration of children should always be a priority when registering persons of concern to UNHCR. At each stage of an operation – emergency through reintegration– registering children helps UNHCR better meet its goals and objectives. When planning registration, staff should examine the context in which they are working to understand what difficulties may arise in ensuring that all children are registered.

Refugee girls, whether young children or adolescents, are particularly at risk of being excluded from or abused during the registration process. Parents or caretakers may not want to register girls to avoid interference when marrying them for dowries at a young age. They may not want

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[2] Progress Report on Refugee Children and Adolescents, including UNHCR's Strategy for Follow-Up to the Report on the Impact of Armed Conflict on Children (EC/47/SC/CRP.19 – 2001 October).

to declare separated girls living with them and who are working as unpaid servants. Registration may be organized so that it is impossible for parents to bring all their children to the registration location and parents are forced to leave girls at home. Humanitarian workers may extort bribes or sexual favors from teenage girls in exchange for access to registration formalities. These and other barriers to registration can be overcome with well conceived registration plans.

Throughout the Handbook, and particularly in Part II, specific guidance is provided for setting up and maintaining registration systems and procedures that meet the needs of children. Given its relevance to protection and registration, **birth registration,** which is not the same as registration of persons of concern to UNHCR, is addressed in Chapter 6 – *Registration of Birth, Death, and Marriage.*

Key references related to children and registration:

> *Refugee Children: Guidelines on Protection and Care,*. UNHCR (1994).

> *Working with Children: ARC Training Module,*. Action for the Rights of the Child (ARC), UNHCR and Save the Children (2001).

1.6   Unaccompanied and separated children

In armed conflict, mass population displacements and other crises, children become separated from their families or from other adults responsible for them. These children are at particular risk, as they are often deprived of care and protection.

> **Separated children** are those boys and girls separated from both parents, or from their previous legal or customary primary caregiver, but not necessarily from other relatives. Separated children may therefore include boys and girls accompanied by other adult family members.

> **Unaccompanied children** are children who have been separated from both parents and or other relatives and who are not being cared for by an adult who, by law or custom, is responsible for doing so.

Unaccompanied and separated children must be quickly identified, registered and documented – no matter who is conducting the registration. This will help in tracing their families and in providing protection and assistance to them. The registration of unaccompanied and separated children is an essential part of the humanitarian response in any refugee context.

The *identification* of unaccompanied and separated children must be approached carefully to ensure that all genuine cases are found while not attracting false cases. False cases are those in which parents or caretakers intentionally separate themselves from children in order to gain access to additional entitlements or because they believe that their children will be better cared for in

institutions or under special programmes. There is also a danger that separated children could become "commodities" themselves, if they are linked to additional entitlements or preferential treatment. These problems are more directly related to the management of entitlements, such as rations, than to registration itself. However, registration provides a good opportunity to prevent such problems from occurring. Clear information about the identification, registration, and documentation of separated children must be provided to the population concerned through information campaigns, counselling and adequate training of registration staff.

Separated children should be registered and documented as soon as possible after they have been identified. Vital information should be collected from the children and from anyone who knows them at the initial registration. There may be only one opportunity to find information about very young children as children's memories fade and clues to their identity, such as clothes and other possessions, may get lost.

The agreed, inter-agency standard form for the ***registration*** and ***documentation***[3] of unaccompanied and separated children should be used in all cases. The form is shown here in Annex 6(d).[4] The child's identity, current living situation, separation history, and opinions and wishes should be documented. Registration forms should always be kept by or with the child and any changes in location should be recorded immediately. A variety of photographs should be taken as soon as possible after identification, particularly in the case of younger children.

Registration interviews should be conducted in a quiet place and by qualified staff. Registration sites need to be prepared to accommodate this activity. It is also useful to have food and drink available and some pencils and paper for drawing.

Family tracing must be carried out for unaccompanied and separated children at the earliest possible time. All those engaged in tracing should use the same approach, with standardized forms and mutually compatible systems. Both UNHCR and ICRC have a mandate for undertaking cross-border tracing activities.

Sharing information within and between countries is essential for tracing, but protection and the best interests of the child govern both the type of information and the extent to which it is shared. The basic principle is to share the maximum amount of information necessary for family tracing, but at minimal risk to the child and the family. It is important to know who will have access to the information collected.

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[3] The terms 'registration' and 'documentation' have specific meanings when working with unaccompanied and separated children. These meanings are slightly different than when used in refugee registration in general and in this Handbook.

[4] As of July 2003, the standard form for registering and documenting unaccompanied and separated children has been accepted by UNHCR and ICRC. Other agencies and bodies working with unaccompanied and separated children are considering adopting the form and its standards.

Care arrangements and guardianships for unaccompanied and separated children must also be carefully documented and recorded. Organizations must ensure the permanent preservation of records on unaccompanied and separated children. Later in life, the children may wish to obtain information on their origins.

There is a wealth of guidance, policy and training materials dealing with unaccompanied and separated children that complement this Handbook, including:

> *Inter-Agency Guiding Principles on Unaccompanied and Separated Children.* ICRC, UNHCR, UNICEF, IRC, Save the Children UK, World Vision International (2003).

> *Refugee Children: Guidelines on Protection and Care.* UNHCR (1994).

> *Separated Children: ARC Training Module.* Action for the Rights of the Child (ARC), UNHCR and Save the Children (2001).

1.7 Registration and protection of refugee women

The complete and accurate registration of women enhances the protection of women refugees and other women of concern. When UNHCR and others know who the women of concern are, where they are, their family and household composition, and other personal data related to registration, their individual protection and assistance needs can be assessed, they can be targeted with appropriate interventions, and their situation can be monitored over time.

In 2001 the High Commissioner committed the Office to *individual registration and documentation of all refugee men and women,* long recognized as a key means of advancing the rights of refugee women.

Accessing assistance and services and enjoying basic rights, including freedom of movement and family reunification, is often dependent on proof of identity. Refugee women who lack adequate registration and personal documentation, including identity cards, marriage certificates, divorce certificates, and birth certificates for their children have sometimes been denied freedom of movement and access to basic rights. Refugee woman have been unable to claim or inherit property upon return, to seek support for children from estranged husbands or partners, or have been arrested and detained by police because they do not have proper documents. Unfortunately, refugee registration cards and identity documents are often issued only to husbands and male relatives. Refugee women should be individually registered and documented to ensure that they are not dependent on male family members for access to food and essential services.

Women's access to and equal treatment in registration processes may be compromised by direct or indirect forms of gender-based discrimination. If women cannot access the registration process, or if they are unfairly or unequally treated during it, the international community's ability to protect these women is severely diminished.

*Excom 91 and other Executive Committee conclusions require that
refugee woman should be registered individually.*

In some locations sexual exploitation has been linked to registration processes. Special care must be taken to ensure that single women are not put at risk during registration and that women are encouraged and permitted to fully represent themselves during registration interviews.

The new guidelines and standards for registration reflected in this Handbook are designed to ensure that registration systems and procedures protect women's access to protection, assistance and livelihoods.

Refugee women and men must participate equally in and benefit from the registration process. This means that:

✔   women and men are consulted in registration-planning processes, and woman leaders monitor the registration process and access to registration points;

✔   equal number of women officers, interviewers and interpreters work in registration activities;

✔   personnel carrying out registration activities are trained in gender-sensitive issues;

✔   the registration process is used as a mechanism to identify women with any special protection concerns and to ensure proper follow-up;

✔   women and girls are individually registered and receive individual documentation to the same standards as men and boys; and

✔   registration activities are designed to facilitate women's access to registration procedures – physically, socially, economically and culturally.

Throughout the Handbook, and particularly in Part II, specific guidance is provided for setting up and maintaining registration systems and procedures that meet the needs of women refugees and other women of concern.

1.8   Confidentiality and sharing identity information

Guidelines for sharing information about individual cases collected and kept by UNHCR are contained in the "Confidentiality Guidelines", IOM/71/2001 – FOM/68/2001 of 24 August 2001, which discuss the terms under which UNHCR may share information about persons of concern with requesting parties, including the individuals themselves.

UNHCR may be asked to or may have to share information about individuals of concern with non-UNHCR parties. Information about persons of concern may be shared when there is a legitimate reason to do so, and then only the minimum necessary information should be shared. Key points regarding confidentiality and the sharing of information are:

✔   In general, an individual's personal information should be kept strictly confidential and measures taken to prevent the unauthorized dissemination of the information.

✔   UNHCR should take proper precautions to ensure that the physical safety and protection of the individual and his or her family members are not compromised.

✔   International humanitarian law guarantees an individual's right to privacy. In principle, the consent of the individual is necessary before information can be shared with other parties, including the country of asylum, an implementing partner or a commercial entity.

✔   When information is shared, effective measures must be taken to ensure that information concerning a particular person does not reach third parties that might use the information for purposes incompatible with human rights law and principles.

✔   Governments of asylum have a legitimate interest in obtaining basic bio-data about the persons on their territory.

There are instances when the sharing of information may be useful or necessary for the purposes of international protection or durable solutions. For example, registration information may be shared with the country of asylum and with other partners when producing and managing identity documents.

15

UNHCR may also need to share information with host governments or with potential resettlement countries even at the earliest stages of an operation. For this reason permission to share information for such purposes, while in keeping with the Confidentiality Guidelines, is collected during registration (see Chapter 5, Section 5.1.2 – *Level 2 registration)*.

Staff should be familiar with the Confidentially Guidelines and refer to them for more information.

➢ *The confidentiality of the relationship between the refugee and UNHCR, or between the refugee and the government offering international protection, must not be breached.*

2. The Unified Approach

This Handbook describes a unified approach to the registration of asylum-seekers, refugees and others of concern to UNHCR.

The unified approach recognizes registration as a core UNHCR protection activity and encompasses the registration process, the documentation of refugees and others of concern, and the management and use of population data. The three "cornerstones" of this approach are (shown in the figure on page 19):

- **Operational standards** for registration, documentation and population data management activities.

- **Standard data set** to be gathered and verified about individuals of concern as part of registration and data management activities;

- **Standard generic process** for undertaking registration and population data management activities; and

These three mutually reinforcing components are described in Chapter 3 – *Operational Standards for Registration and Documentation,* in Chapter 4 – *Overview of the Generic Process,* and in Chapter 5 – *Standard Data Set and Registration Levels*.

This unified approach is also is based on three principles that ensure that the minimum standards for registration, documentation, and population data management are achieved while allowing managers to tailor their approach to the particular operational context in which they are working.

➢ *The first principle of the unified approach is that teams engaged in all aspects of refugee protection and assistance will work with a common set of core registration data, gathered through a common process and adhering to common standards.*

Staff involved in status determination, resettlement, voluntary repatriation and camp-based protection and assistance will follow a coherent and standardized registration strategy so that any one team that begins registration anticipates the needs of other teams at later stages. Even when the initial information collected must be limited, such as during a mass influx, it will still be sound and can be validated and improved over time. In this way, the same registration record can eventually be used to issue identity documents or to process the individual or family for status determination, voluntary repatriation or resettlement as soon as the need or opportunity arises.

➢ *The second principle of the unified approach is that a sustainable registration process will focus on the continuous updating, validation, and use of existing information about individuals of concern.*

The unified approach takes existing data and available information as its starting point and uses complementary information to verify, validate and improve levels of confidence in the accuracy of the existing records. This continuous updating of the same record of information continues until the individual is no longer of concern and is deregistered.

Under the unified approach, continuous verification and validation of registration records allows teams to interview or review any individual or family **at any time,** and to focus on the person's continuing protection and solutions needs. The registration team can easily progress from a headcount-type registration procedure, often used during emergencies and mass influxes, to an orderly routine in which a manageable number of people is processed in a dignified manner each day.

Some operations, particularly offices working in refugee status determination in urban settings, have always used and updated a single and continuous record for each individual. For other operations, this approach may require a complete revision of the way in which registration is conducted.

Authorities, operational partners, other UNHCR offices, team members and the refugees themselves will become more confident in the accuracy of the records and the integrity of the documentation issued. As a result, the population will feel better protected from arbitrary decisions and mistaken identity, will have fairer access to assistance entitlements and solutions opportunities, and will thus have stronger incentives to provide truthful and comprehensive information.

➤ *The third principle of the unified approach is that procedures used are flexible enough to adapt to different situations and to evolve over time.*

The unified approach aims to improve registration information for camp-based populations while at the same time ensuring the quality of information necessary for individual status determination and resettlement. The approach is flexible enough to be applicable within the wide variety of environments in which registration takes place.

Three different levels of registration are established by the unified approach corresponding to different operational objectives and constraints. Managers must determine the level of registration appropriate to their situation in terms of their priorities, their operational goals and objectives and the resources available. With additional resources, including time, and in response to changed operational requirements, managers should improve the level of registration for any given population until, at the earliest opportunity, the full set of standards, processes, and data is achieved.

Tips and an overview of the progression for improving registration over time is provided in Chapter 5 – *Standard Data Set and Registration Levels,* while Part II of the Handbook offers specific guidance for registration in different operational contexts.
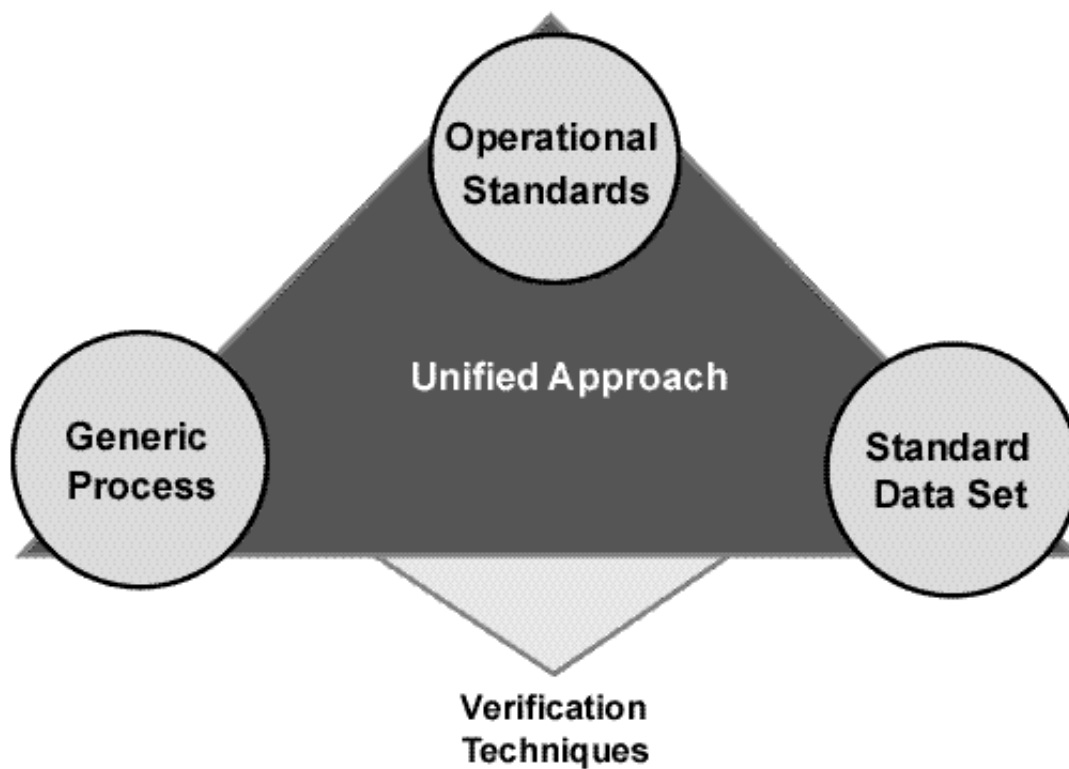
3. Operational Standards for Registration and Documentation

The standards defined below are based on principles and considerations agreed to by UNHCR and its Executive Committee. They provide specific guidance on how registration operations should be conducted to achieve legal and physical protection goals. ExCom Conclusion no. 91 (2001) is the principal framework used to select and set standards. As with other aspects of the unified approach, the standards take into account many of the operational constraints under which UNHCR routinely works, while recognizing the importance of maintaining a consistent approach to registration.

3.1   How to use the standards

These standards **apply to all persons of concern** to UNHCR, namely asylum-seekers (regardless of the outcome of their application for asylum), refugees, returnees and, under certain circumstances, internally displaced persons. States and other partners conducting registration activities should also be guided by these standards.

They are **specific measures** for assessing current registration, documentation and population-management activities (see Chapter 8 – *Assess Current Situation).* Evaluation and reporting on registration activities are also conducted according to these standards (see Section 7.6 – *Monitoring and reporting on registration activities).*

The degree of past compliance with the standards will **determine the future objectives** for registration in any given operation and for any given population. Registration strategies should state which of the standards the operation will achieve and which it will not (see Chapter 10 – *Determine Registration Strategy).*

Managers must evaluate each situation and decide the best registration system for a given context. The standards allow operations to **measure protection implications** and **prioritize resources** accordingly when the standards cannot be met. Compliance with each of the standards can be assessed using the matrix Annex 2 (Assessment Matrix). See Chapter 8 – *Assess Current Situation – for more on using this matrix.*

These standards may not cover registration and population data requirements for every situation. Many field offices already seek additional information for specific needs, such as for processing resettlement cases or determining the status of individual refugees. Alternatively, conditions may be such that it is difficult to adhere fully or immediately to the standards. There may be a lack of security, of operational capacity, and/or of access to the refugees. These constraints should be monitored closely so that the full set of standards can be applied as soon as possible.

3.2   Table of standards (next page)

Table 1: Table of Operational Standards for Registration, Documentation, and Population Data Management

Standards	Relevant Sources (1951 Convention, Executive Committee Conclusions, and other legal instruments)
1. Access to registration	
1.a Persons of concern are registered within a period of three months after their arrival in the territory of asylum. Registration records are verified and updated continuously – at a minimum every 12 months. Changes in global population figures are updated once a month with population increases and decreases.	Registration should be done as soon as possible after arrival in territory of asylum. *[Executive Committee Conclusion 91 – 2001, (g)]* Registration should be a continuing process to record essential information at the time of initial displacement as well as any subsequent demo-graphic and other changes in the population. *[Executive Committee Conclusion 91 – 2001, (b) (i)]*
1.b Registration is free of charge at all times, and no fee may be taken at any time for any services offered or provided. Registration is a voluntary process open to all persons of concern regardless of sex, age, race, religion, nationality, or basis for application for international protection. Registration takes place where and when: a) there is no active conflict in proximity of hosting locations; b) participation in registration does not expose persons of concern to physical risk, intimidation, or other threats; and c) the process of registration itself will not directly or indirectly contribute to the legitimization of an unsafe and insecure situation for the persons of concern. Registration takes place in locations physically, economically and socially accessible to the majority of persons of concern. Provisions are made to accommodate the registration requirements and concerns of women, children, and those with special needs.	Registration process should be easily accessible. *[Executive Committee Conclusion 91 – 2001, (b) (iii)]* Registration should be conducted in a non-intimidating, non-threatening, and impartial manner. Executive Committee Conclusion 91 – 2001, (b) (iv)]* Registration should take place in a safe and secure location. *[Executive Committee Conclusion 91 – 2001, (b) (iii)]*

Arrangements are made to register those persons physically, economically, or socially unable to access registration, including those in hospitals and in detention.

Registration is done in a protected location with minimal waiting, sufficient access to water and sanitation, protection from the elements, and adequate privacy.

2. Process of Registration

2.a	Persons of concern are informed of the purpose, intended outcome, their rights and their obligations before registration takes place. Persons of concern are consulted when preparing the registration process and their views and concerns are reflected in the design of the registration system. Registration is conducted with due regard for the dignity and culture of the persons to be registered.	Registration should be conducted in a non-intimidating, non-threatening, and impartial manner. *[Executive Committee Conclusion 91 – 2001, (b) (iv)]* Registration should be conducted with due respect for safety and dignity of the refugees. *[Executive Committee Conclusion 91 – 2001, (b) (iv)]*
2.b	Registration is conducted through an individual interview of the person of concern. Information is always solicited directly from the individual concerned to the extent possible. This includes adults – both male and female – as well as girls and boys. All family members are present for registration, unless unable to be for valid reasons.	Registration should be done on an individual basis. *[Executive Committee Conclusion 91 – 2001, (b) (vi)]*
2.c	Women being registered have the opportunity to be assisted by women at any stage of the registration process, particularly during the interview stage.	Personnel conducting registration should include a sufficient number of female staff. *[Executive Committee Conclusion 91 – 2001, (b) (v)]*
2.d	At least one member of the UNHCR team has prior experience in organizing and managing a registration activity of an equivalent nature and size.	Personnel conducting registration should be adequately trained. *[Executive Committee Conclusion 91 – 2001, (b) (v)]*

For each operation, an individual is designated by the senior manager to perform the role of manager or coordinator of registration and related activities.

All registration staff should participate in prior training about the principles of international protection, the purpose of the current registration activity, the specific tasks that will be required from them, the UNHCR code of conduct, and age and gender concerns.

Registration plans are shared with and advice is sought from technical experts in the region or at Headquarters.

Registration, documentation, and population-data management instructions and procedures are written down and are shared with all registration staff.

Personnel conducting registration should have clear instructions on requirements and procedures.
[Executive Committee Conclusion 91 – 2001, (b) (v)]

2.e   A 'complaints desk' function for covering registration-related activities exists within each office.

Registration records (paper forms, electronic records or other) are never discarded. (this standard is under review).

Access to registration data is by authorization only; authority and sources of authorization are kept on record.

Audit trails of the location and status of registration records and of any additions, modifications, or deletions in the registration data are maintained.

Registration records are stored in standard formats and according to standard methodologies for filing and record keeping.

Registration materials (forms, cards, tokens, etc.) are inventoried and kept securely locked.

Special measures should be taken to preserve integrity of registration process.
[Executive Committee Conclusion 91 – 2001, (b) (v)]

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3.   Data to be Gathered and Recorded

3.a   The following information is recorded and verified for each person of concern individually:

Basic information should be recorded about each person of concern.
[Executive Committee Conclusion 91 – 2001, (b) (vi)]

1. Name
2. Unique identifying registration number
3. Date and place of birth
4. Sex
5. Existing identity documents
6. Marital status
7. Special protection and assistance needs
8. Level of education
9. Occupational skills
10. Ethnic origins*
11. Religion*
12. Language*
13. Household and family composition, including parents' names
14. Date of arrival
15. Current location and address
16. Place of origin
17. Photograph

Each individual registered is assigned a unique numerical identifier that is maintained throughout the life of the individual's record.

A unique numeric identifier does not contain any information that might directly or indirectly put the individual at risk at the present or any later time.

Basic information elements not specified in Conclusion no. 91 but agreed in subsequent discussions as essential basic information elements.

3.b The following information is collected for every family and/or household:
1. Family/household number
2. Family/household size
3. Family/household composition, including relationships and roles
4. Family/household members' names, sex, and age cohorts (age groupings)
5. Family/household location (present address)

Each family and/or household is assigned a unique identifying number.

International Covenant on Civil and Political Rights (1966), Article 23

Recommends that Governments take appropriate measures to ensure that the unity of the family is maintained...

[Executive Committee Conclusion 85 – 1998, (v), (u), (w)]

3.c Registration records – family, household, and individual – are updated with the following categories of information whenever such events occur and are reported:

– Births
– New arrivals

Registration should be a continuing process to record essential information at the time of initial displacement as well as any subsequent demographic and other changes in the population.
[Executive Committee Conclusion 91 – 2001, (b) (i)]

- Departures
- Deaths
- Divorce/Marriage
- Current location
- Current protection, assistance and solutions status
- Changes in family/household composition (size, members, location)
- Updating of any personal data when changed or corrected

3.d	The established categories and codes are used when gathering and recording data of the following types: - Age cohorts (age groupings) - Refugee status - Educational level - Occupational skills - Place of origin - Current location - Special protection and assistance needs	Guidelines should ensure the quality and comparability of registered data, especially regarding special needs, occupational skills, and level of education. *[Executive Committee Conclusion 91 – 2001, (c)]*

4. Documentation

4.a	Identity documents and entitlement documents should be separate documents. All adults within the family or household sign statements or declarations regarding protection and durable solutions on behalf of the household. All persons of concern are issued individual identity documents with a photograph and a unique number. All refugees and asylum-seekers are issued with documents testifying to their status as a person of concern to UNHCR Names of all adult women and men in a household appear on household or family entitlement documents, or the name of the other person most likely to be collecting entitlements on behalf of the household or family	Contracting states shall issue identity papers to any refugee in their territory who does not posses a valid travel document. *[Articles 27 and 28 of 1951 Convention Relating to the Status of Refugees]* Global Consultations, 3rd Track, Refugee Women (EC/GC/02/8 of 25 April 2002) Refugees should be issued documentation certifying their refugee status. *(28th session Excom, A/32/12/Add.1, para. 53)* Asylum applicants should be provided with provisional documentation to ensure protection against expulsion or *refoulement* until a decision is taken by the competent authorities in regard to

concerned.

Where needed, individual entitlement documents are issued to all persons of concern.[

Identity and entitlement documents contain the design and security features necessary to prevent wear and tear, forgery, illicit destruction, and manipulation.

Materials and process for issuing and renewing identity documents are strictly controlled.

their application
Executive Committee Conclusion No 35 – 1984]

Issue individual identification and/or registration documents to all refugee women.
[Executive Committee Conclusion No 64 – 1990]

Ensure equal access of women and men refugees to all forms of personal documentation relevant to refugees' freedom of movement, welfare, and civil status.
[Executive Committee Conclusion No 73 – 1993]

5. Verification and Identification

5.a Registration is not complete until UNHCR or a government partner has accepted the registration record and registration information.

Uses of registration data, including documentation, are made on the basis of verified and accepted data.

A report on the quality of the registration, applicable to any registration activity, is kept, indicating how closely the standards for the registration process, the information set, and the documentation were adhered to.

Language and knowledge about the place of origin is verified during individual interviews.

Actual place of residence and family/household composition is verified by on-site checks and home visits.

All dependency relations within a family and/or household – in particular those needed to protect family unity – are established and verified.

Family relationships are to be counter-checked with both parties to the extent possible, and verified through documentation where feasible.

Registration should be a continuing process to record essential information at the time of initial displacement as well as any subsequent demographic and other changes in the population.
[Executive Committee Conclusion 91 – 2001, (b) (i)]

Special measures should be taken to preserve integrity of registration process.
[Executive Committee Conclusion 91 – 2001, (b) (v)]

5.b	Persons arriving as part of new influxes receive individual fixing tokens or wristbands or the population is fixed by other means. The personal identifiers used are sufficient for an individual to be uniquely identified and verified on a one-to-many basis. A biometric is considered whenever a photograph is not sufficient for one-to-many identification, or is required for operational reasons.	Tools to enhance the identification and documentation of persons of concern. *[Executive Committee Conclusion 91 – 2001, (d)]*

6.   Working with partners

6.a	UNHCR's Confidentiality Guidelines (IOM/71/2001-FOM/68/2001 of 24 August 2001 refers) are respected with regard to registration and population data. UNHCR offices and host government exchange, in a secure manner only, such personal data as is needed to establish that an individual has previously been registered and enjoyed effective protection. Personal data needed for the implementation of durable solutions such as resettlement or repatriation is shared with concerned States in accordance with the Confidentiality Guidelines and in a secure manner. Consolidated statistics, dis-aggregated for sex and age, based on registration data are available for sharing with States, UNHCR offices, and other relevant organizations.	The confidential nature of personal data should be respected. *[Executive Committee Conclusion 91 – 2001, (f)]* Appropriate sharing of some personal data in line with data protection principles to combat fraud, to address irregular movements, and identify those not entitled to international protection. *[Executive Committee Conclusion 91 – 2001, (f)]*
6.b	Protocol or similar agreement is signed with government setting out agreed methodology and standards for registration and ID documents. UNHCR provides governments with necessary material, financial, technical and human resource support.	UNHCR supports the critical role of material, financial, technical and human resources in assisting host countries in registering and documenting refugees and asylum-seekers, particularly developing countries confronted with large-scale influxes and protracted refugee situations. *[Executive Committee Conclusion 91 – 2001, (h)]*

4. Overview of the Generic Process

The recommended generic process presented here is applicable in nearly all registration situations and covers nearly all populations of concern. It represents best practice in regard to registration, population data management and documentation of persons of concern, and is the sequence of steps necessary for achieving the standards described in Chapter 3 – *Operational Standard for Registration and Documentation.*

The recommended registration process comprises a sequence of steps, grouped together into five higher-level processes.

These are:

- Preparation for Registration
- Initial Registration
- Registration Interview
- Verification and Deregistration
- Population Data Management

Each process is composed of several steps of varying complexity and "weight". Some steps will take longer than others. Some steps will show great variation in the way they are implemented from one situation to another, while others will vary little. Each step, however, represents an essential aspect of registration and population data management and has concrete and measurable results.

The sequence of steps as presented here is applicable to most situations; it should be followed to the greatest extent possible. Nevertheless, as with other aspects of the unified approach described in Chapter 2, there may be some variations according to the given protection objectives and operating environment. Some frequent variations, along with the details on how to undertake each step, appear in Part II.

➢ *The standard registration steps are briefly covered below. Details on how to do each step are found in Part II.*

The following chart shows the different process steps.

Preparation for Registration

| Assess Current Situation | → | Consult with Population of Concern | → | Determine Registration Strategy | → | Estimate Size and Composition of Population of Concern | → | Prepare and Maintain Registration Infrastructure and Capacity | → | Ready for registration activities |

Initial Registration

| Contact and Inform Population about Registration | → | Reception and Fixing of Persons of Concern | → | Initiate Data Collection | → | Population ready for registration interview |

Registration Interview

| Photograph Persons of Concern | → | Interview Persons of Concern | → | Accept and Validate Quality of Registration Data | → | Provide Appropriate Documentation | → | Record and registration accepted |

Verification and De- Registration

| Apply Verification Techniques | → | Registration Data Verified | | De-register Household and Individuals | → | Individual de-registered |

Population Data Management

| Plan Data Management Scheme | → | Enter and File Records | → | Update Individual and Group Data | → | Prepare Reports | → | Population data well-managed and used |

4.1   Preparation for registration

Preparing for registration involves evaluating current registration systems against standards and operational requirements with the aim of designing a registration strategy, preparing and setting up the relevant infrastructure, ordering registration materials, and negotiating roles and responsibilities with concerned governments and other partners.

4.1.1 Assess current situation

The assessment should consist of a thorough analysis of existing registration, documentation and population data management systems as they compare to UNHCR technical and protection standards in these areas. Current resources that can be dedicated to registration and related activities should also be evaluated. Factors that can affect registration, such as access, locations, security, and particular groups within the population, should also be assessed. Registration is often a high-risk activity and the prevailing security situation must always be carefully analyzed. The protection context and history of the population as well as prospects for the future should also be considered. In addition, data-processing requirements and capacity are assessed.
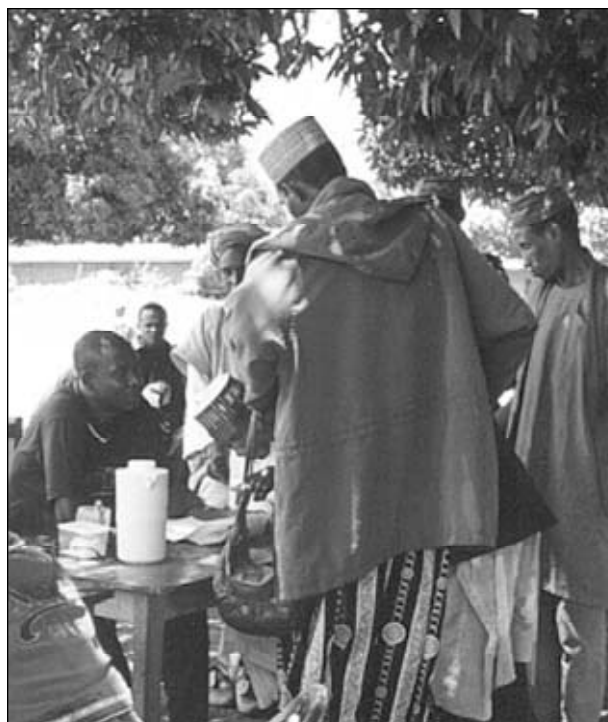
Registration – a unified approach.

As with any assessment, the point is to identify key problem areas and challenges. The assessment allows an operation to determine how effective its registration and documentation system will be in supporting larger operational goals and objectives. It also reveals gaps between the current situation and UNHCR standards.

The results of a proper assessment can be used in annual reporting exercises, such as the Annual Protection Report or Country Report, and in any interim reports requested by donors or host governments. Assessment results are used as the basis for designing a registration strategy.

4.1.2 Consult with population of concern

The way registration is conducted directly affects the quality of the lives of refugees. The design and implementation of registration activities should therefore reflect the needs and concerns of the refugees. UNHCR has an obligation to consult with refugee men and women about the process of registration.

No registration plan or procedure should be set up without consulting the persons of concern about their needs and concerns regarding registration and documentation. Persons of concern, particularly refugees and asylum-seekers, usually have an excellent understanding of registration and its consequences. They can provide guidance and direction for the registration strategy and suggestions on organization and communication methods. They often point out needs, advantages, and pitfalls that may otherwise go unrecognized or unheeded. The population should also be consulted as to the types of information to be gathered to meet protection challenges and secure solutions.

There are major risks in not consulting the population of concern, including the complete failure of the activities and a deterioration in relations amongst UNHCR, the government, and the refugee community.

4.1.3 Determine registration strategy

Once the gaps between current practice and the standards are known, a plan for addressing those gaps within the context of a particular operation can be designed. This plan becomes the registration strategy for a particular population and for a particular period of time. The registration strategy is a description of how an operation will improve its registration and population data management activities to better meet the registration standards and its own specific requirements.

A registration strategy consists of the agreed objectives, methodology and resources for registration, documentation and population data management. It describes what information will be gathered on the persons of concern (the data set), the roles of the different stakeholders, the ordering of the registration activities, how the operational standards will be achieved, and over what time frame, and how data will be managed and updated.

WPF, ICRC and UNICEF should be involved when formulating registration strategies. WFP provides food and related non-food items to actual and potential beneficiaries. ICRC and UNHCR coordinate their activities, including sharing of information, to trace families and work with unaccompanied and separated children. UNICEF is an essential partner for all aspects of work with child refugees and asylum-seekers, including health, education, and birth registration.

4.1.4 Estimate the size and composition of the population of concern

A good working estimate of the population's size and composition is needed before the infrastructure and tools for registration can be prepared. Estimates can be made from existing or partial registration data, extrapolating, where necessary, from known information or supplementing with the results from surveys. Information on the size and composition of the population can be gathered in consultation with the host government, the persons of concern themselves, and entities such as ICRC, UN agencies, and NGOs. Estimates are most useful when agreed to amongst the key stakeholders.

Where registration is not possible, estimated population figures will be the only information available. In these situations, estimates may replace actual registration as a means of enumerating the population and gathering basic information, such as age and gender, about the composition of the population.

4.1.5 Prepare and maintain registration infrastructure and capacity

Preparing and maintaining registration-related infrastructure and capacity includes:

- negotiating agreements with the government and other partners for registration and documentation;
- establishing and maintaining the actual registration sites;

  – training partners and staff in how to conduct registration and how to make appropriate use of registration data;
  – determining and ordering the appropriate tools, such as forms, IT support and computers;
  – negotiating agreements for the production and delivery of documentation; and
  – reaching consensus on how data, such as personal names, place names, hierarchy of locations, and personal documents, will be collected and recorded.

Implementation and results will vary significantly, depending on both the specific setting and on the registration strategy to be followed.

4.2   Initial registration

These are the first steps of registration: contacting and informing the population of concern about the registration process, receiving and fixing the population, and collecting the first data. Depending on the particular situation, these steps may also include reviewing existing data, filling in pre-populated registration forms[5], and, where appropriate and feasible, having persons of concern fill in forms themselves.

These steps make up the necessary preparation for the registration interview. Registration is complete only when information has been exchanged directly between the person of concern and registration staff.

4.2.1 Contact and inform population about registration

Persons of concern to UNHCR, whether asylum-seekers or refugees, should always be made aware of the purpose and expected outcome of registration. They should also be made aware of their rights and obligations before being registered and should be informed, in clear and simple terms, about the practical steps that UNHCR or others will undertake to collect information about them.

Offices must actively solicit and obtain feedback from refugees and others of concern. Registration systems must include procedures that allow refugees to ask questions, file complaints, and make suggestions for improvement.

An important step is to contact individuals or groups of the population of concern that may not come forward to register and to make them aware of their rights and obligations. Women, girls, or minorities, may have trouble accessing registration, or be prevented from doing so. Some groups, such as spontaneously settled refugees living outside of camps or in operations where there is no assistance component, may also stay away from registration because they may not perceive any benefits.

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[5]   Pre-populating forms consists of extracting existing data from database or paper records and filling in the registration forms with this information prior to the actual registration and verification interviews.

Persons of concern who are not registered may face protection problems either at the time or in future. For example, refugees may be refused the right to return by the country of origin, or may be *refouled* or persecuted when there is a change in the host government's policies and practices concerning refugees. Men and women may be prosecuted for not being registered and may face detention or expulsion by the host government.

4.2.2 Reception and fixing of persons of concern

Reception is the process by which individuals are accepted into the registration process and their specific registration concerns are identified. Those with special needs, such as unaccompanied and separated children, are identified and directed to the appropriate registration procedures. Individual or group counselling on the rights and obligations associated with registration and related activities can take place where appropriate.

Fixing defines the target group and scope of the registration and is an essential component of any well-functioning registration system. There are a number of different fixing methods, corresponding to different needs and environments. Fixing the population is critical to managing many other registration-related steps and to ensuring confidence and reliability of the data.

> ➢ *The goal of fixing is to ensure that only persons of concern are registered, that all persons of concern are registered, and that each person is registered only once.*

The reception of asylum-seekers and refugees provides a unique moment to make an initial assessment of those with special needs amongst the population of concern. While reception cannot replace more systematic and expert assessments of the well being of a population, it is likely to be the first contact between UNHCR, or one of its partners, and an individual of concern. It is important that reception and registration staff be aware of the types of problems that may require special attention, make note of those who may be in particular need, and refer those persons to appropriate care and expertise according to established procedures.

At some point in the reception and fixing process, it is important to assess whether an individual needs to be registered. Since not all persons presenting themselves for registration should be registered, screening of individuals is sometimes required. This initial screening may be combined with the fixing process or completed in the registration interview.

When an individual is registered, he or she should be assigned a registration number that will remain with the individual throughout their time as a person of concern. This number will serve as the reference number for recording data at the initial registration and in all subsequent registration activities. The registration number, because it have to may be shared with other parties, should not contain information that might directly or indirectly put the individual at risk at any time.

Regardless of the size and nature of the population of concern, registration interviews must be scheduled at this time. In most cases, the registration interview will not take place simultaneously

with fixing and reception. Prioritizing urgent cases and addressing crowd control and security issues can be accomplished by using a good scheduling system. Scheduling can be done on a group basis, such as by block-group, population-type, or on an individual basis, as is often done for refugee status determination in urban environments.

4.2.3 Initiate data collection

This step involves reviewing existing data prior to interviews, resolving uncertainties in that data, highlighting inconsistencies or information to be clarified during the interview, and making sure interviewing staff are well prepared for the interviews. Data scattered in different locations and amongst different stakeholders is gathered together, consolidated and checked for errors, including duplications.

"Pre-populating" registration forms are also handled at this time. In circumstances such as refugee status determination, forms may be completed by persons of concern themselves. The "control sheet", which records family/household name, size, age cohorts[6], and special needs details, or an appointment log, may also be completed.

4.3   Registration interview

During the interview with a person of concern, photographs are taken, information is gathered and verified, and appropriate documentation for entitlements and identification is issued.

4.3.1 Photograph persons of concern

Excom Conclusion No. 91 states that photographs should be taken of all refugees when they are registered. The task of photographing refugees, and maintaining their photographic records over time, should not be underestimated. In all registration systems, photographing refugees will consume a significant portion of the registration or photo clerk's daily workload. As a general rule, offices should use digital equipment when photographing refugees. However, there are cases when traditional paper and film-based photography is more appropriate and should be used. Photos can be scanned later for inclusion in the registration database if necessary.

Standards dictate that when a photograph is not sufficient, in itself, to identify and distinguish members of a population of concern, then an additional identifier, such as a biometric, may be needed.

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[6] 'Age cohorts'are standard age groupings. UNHCR uses for standard groups for registration and statistical purposes; these are 0-4 years, 5-17 years, 18-59 years, and 60 years and greater.

4.3.2 Interview household/family and individuals

UNHCR needs registration data about families and households, as well as about individuals. Persons of concern should be registered individually. However, registration should begin with family or household units to establish whether an individual is accompanied or unaccompanied, and to record the details of accompanying family members first-hand.

The household or family interview is required to determine and record the relationships amongst the members of the household or family. Information collected at this stage may include the ages, sex, and names of persons in the household and family.

Once the information on the household and family has been recorded, each member of the family should be interviewed individually, to the greatest extent possible.

➢   *Offices should ensure that all persons who specifically request individual interviews be given individual interviews.*

Data collected should include date and place of birth, current address, names of the individual's mother, father, and spouse (if relevant), any special needs, place of origin, level of education, and occupational skills. Details on the data to be collected are contained in the description of the standard information set (Annex 8) and in Chapter 5 – *Standard Data Set and Registration Levels.*

4.3.3 Accept or qualify registration data

Once data has been collected, it must be accepted by UNHCR and/or the host government. To ensure that data meets the standards required for protection and assistance, the information collected is reviewed and appraised. Depending on the situation, this review and assessment can be done on an individual basis or for a group of records. If the data has been collected by an operating partner, the individuals of concern will not be "officially registered" until the host government or UNHCR accepts and validates the record.

4.3.4 Provide appropriate documentation

Once registration data has been accepted, documentation can be issued to persons of concern. Documentation can take the form of identification documents and/or entitlement documents. At a minimum, the documentation functions as proof that a person has registered with UNHCR and is considered to be of concern.

➢   *In every registration environment, persons who have registered with UNHCR are to be provided with some form of documentation.*

It is advisable to separate identity documents from entitlement documents. This helps to ensure that an identity card has value only to the person to whom it was issued, making it less subject to fraud and misuse, such as re-selling, trading and forgery.

The documentation issued should reflect the protection needs of the population concerned. The type and format of documentation provided may vary from country to country or from population to population; but all documentation should meet UNHCR's standards for documentation (see Chapter 19 – *Provide Appropriate Documentation*).

4.4 Verification and deregistration

The accuracy and authority of registration data is established and maintained through systematic and continuous verification and eventual deregistration. Verification of one form or another takes place in many of the registration steps. It is not a specific step conducted at any one specific point, but rather a recurrent activity performed throughout the registration process.

When individuals or groups are of continued concern, their registration records should be updated with any relevant changes and any new information. The registration steps are repeated, starting with informing and contacting persons of concern and applying different verification techniques to enhance the quality of the data.

4.4.1 Apply verification techniques

Verification is an activity that can take place at any point in the registration process. It is performed using different techniques or tools depending on the specifics of the situation or the stage of registration. Part II of this Handbook provides a series of techniques for operations to use wherever appropriate, instructions on how to perform the techniques, and advice on the best techniques for each level and stage of registration.

4.4.2 Deregister individuals and households

Deregistration is as important to the accuracy and reliability of registration records as registration itself. Individuals and their records should be regularly 'reviewed' to determine whether they should remain registered as persons of concern and whether they are candidates for deregistration. Factors such as reintegration, resettlement, and naturalization could indicate that a segment or all of the registered population should be deregistered.

This activity should not be confused with a review of an individual's or group's refugee status through a determination process, although some review processes linked to registration are nearly as detailed and as complex as status determination.

When a person is no longer of concern to UNHCR, any documentation previously issued should be recalled and invalidated and the persons informed accordingly. The documentation should be collected, examined and cancelled, and any electronic and paper records of the document should be updated accordingly.

4.5   Population data management

Data management processes accompany all other steps in support of the standard registration process. The sequence described is only indicative; the steps can be completed in a different order without affecting the results.

The data management components of registration are significant both in terms of the resources required and their importance in ensuring a reliable and credible registration system. Data collection, entry, and update routines should be precisely documented as part of the standard operating procedures for registration, and should be periodically reviewed and revised. These procedures should be used for staff training and for evaluating the performance of data management steps.

4.5.1 Plan a data management scheme

When planning a data-management scheme, it is important to know where the "inputs" are coming from (who has what data, how is the data collected and handled) and where the "outputs" are going (who will use the query results, when are the formatted reports generated, to whom are the reports submitted, to whom the data will be provided, and which fields will go to which user). A business process map indicates the time line of each data-processing step and will therefore help in assessing the required data management staffing level.

4.5.2 Enter and file records

All registration records should be entered and stored in a standardized format and managed according to standard filing and storage procedures. Standard formats facilitate the exchange of data and ensure that the information captured can be retrieved and analyzed. Filing and storing records properly not only ensures they can be used at a later date, but also maintains the integrity of the registration process and the registration data.

No data collection and entry process is free of errors or bugs, and data will always need to be "cleaned" before it can be used. Inconsistencies in recording, group composition, spelling, coding, and other elements have to be checked and corrected.

Procedures for storing and managing files are described in Section 23.3 – *File records.*

4.5.3 Update individual/household/group data

There are a number of *static elements* (such as name, sex, date of birth, country of origin, ethnic group, and names of father and mother) collected from an individual that should not change during the individual's registration life span. While static elements should normally not be changed during the updating stages, errors made in the initial or subsequent data-collection processes will have to be corrected.

Any errors made during the collection or entry of static-element data should be corrected as soon as they are detected. This should be done through formal and documented steps to ensure data integrity and prevent tampering.

Variable elements of the individual's record (such as current address, education level, some types of special protection and assistance needs, and photo) are expected to change or evolve over the registration life span and should be updated accordingly. Some household, family and case information will also change over time and will require updating. For example, the membership and composition of a particular group is likely to change with time. Standard events for individuals and groups must be recorded and updated as well. Events are those activities or actions concerning a group or an individual that UNHCR wishes to track as part of its registration system.

Often, non-registration UNHCR and partner staff will be aware of these changes as part of their regular programme of work. Regular verification and updating of this information is critical to ensuring high-quality registration data that can be used by UNHCR and its partners to provide protection, durable solutions, assistance and services.

4.5.4 Prepare reports

Statistics represent an important tool both in the field and at Headquarters. Accurate and up-to-date statistics on the populations of concern to UNHCR are required for planning, monitoring, and evaluation purposes, for reporting to UNHCR's Executive Committee and ECOSOC, and for UN common-system information needs. When consistently recorded and developed, they provide an important yardstick for tracking progress against objectives and for identifying changes in numbers, practices and behaviors. Donors and other external parties use UNHCR statistics to build and maintain support for continued funding and for advocacy.

It is therefore important that population trends and patterns, major changes and significant discrepancies are reported in the appropriate statistical formats, and that every effort is made to gather and complete the standard statistical reports. This information should be analyzed and, where possible, explained. When completing these reports, special attention should be paid to the proper use of standard concepts and terminology.

Reports and analysis must be prepared to assist in operational planning and management. While it

will not be possible to anticipate all reporting needs for an operation, certain standard practices ensure the availability of basic information for reporting, planning and monitoring.

In addition to reports, sets of data may be shared with operational partners, including the host government. Shared data sets will be different for each recipient, and specifications describing the data to be shared and the uses to be made of the data must be agreed with the different partners.

5. Standard Data Set and Registration Levels

5.1 *Standard levels of registration – processes and data*

The unified approach defines three broad levels of registration, distinguishable by the amount of data collected, the degree to which the generic process is respected, and the measure of compliance with the operational standards. The levels are not mutually exclusive or rigid categories, but rather suggest the progression that an operation's registration strategy should go through over time. In some operations, the highest standard of registration will be achieved in the first encounter between the registering party and the refugees. In others, that level of knowledge and confidence about personal data of individuals of concern will be achieved only after many months.

The level, and therefore quality, of registration is determined by the operational objectives and constraints laid out in the registration strategy. Managers in the field decide the level of registration that is appropriate and feasible within a particular context. Time pressure, the physical and legal protection environment, security, and level of co-operation with the government and those of concern determine the level of registration achievable within a given situation.

Improving population data with time
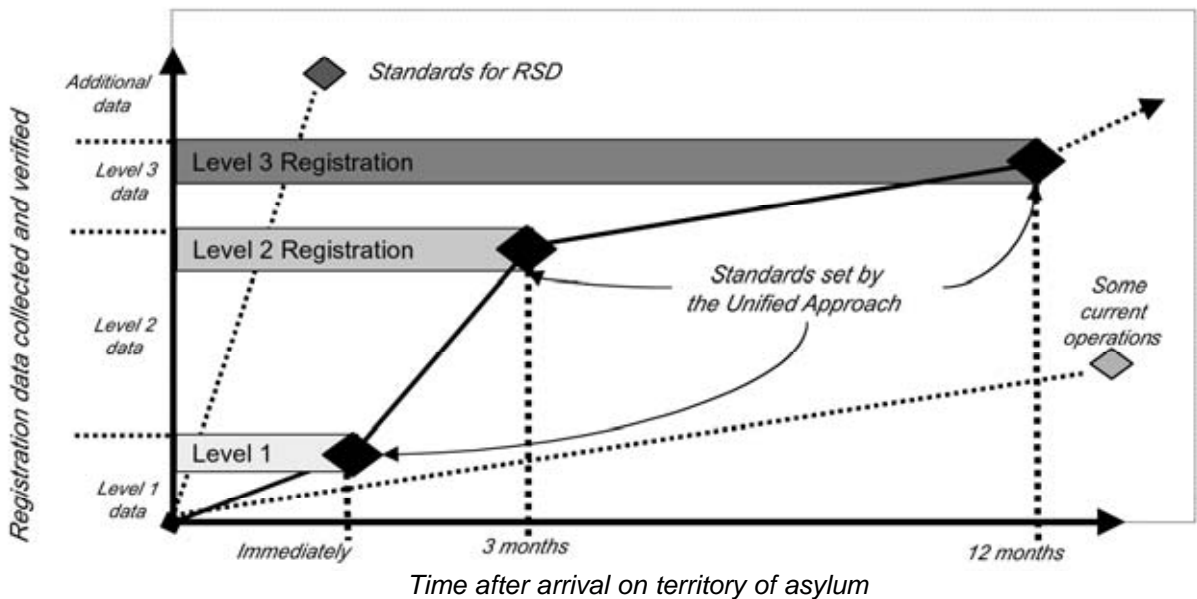
The matrix below provides an overview of how certain factors determine registration levels. The different levels are described in more detail in the following sections.

Table 2: Levels of Registration

	LEVEL OF REGISTRATION		
Criteria	*Level 1*	*Level 2*	*Level 3*
Type of Operation	Emergency	*Prima facie,* camp management, voluntary repatriation	Individual status determination, local integration, resettlement
Prior Registration System in Place	None	Basic, functioning	Well established, functioning
Time Interval After Arrival on Territory of Asylum	Immediate	Within 3 months	Within 12 months
Resources/Capacity	Very limited	Some	Adequate
Security Risks	High	Medium	Low
Co-operation of population and host government	Could be good	Good	Very good

5.1.1 Level 1 registration

This level of registration is often referred to as "Household Registration" or "Control Sheet Registration" because of the simplified form used for collecting data. It is often associated with the earliest stages of a mass influx or emergency situation. Although a minimum of information is gathered, this level is a necessary first step in all registration processes. For this level, information is gathered from the household or family. Some information may also be collected from individuals within the household or family.

Information collected at this level includes:

Level 1 Data

- Household or family size
- Age cohorts broken down by sex for household or family (see note 6, page 35)
- Location and physical address of household or family
- Names of household or family representatives (male and female "heads of household")
- Country of origin of household or family
- Special needs within household or family

The generic processes of ***preparing for registration*** and ***initial registration*** (as described in Chapter 4 and in more detail in Part II of this Handbook) apply to this level of registration. Level 1 registration should be completed before any interviews are conducted or photographs taken. Documentation such as family registration cards or ration cards may be issued to refugees or asylum-seekers at this time, depending on the particular situation.

This level of registration can be used for:

✔ replacing fixing tokens with family registration cards in order to deliver individual assistance, pending a full registration;

✔ scheduling registration interviews, particularly in mandate RSD operations when it is not possible to conduct registration interviews immediately;

✔ recording arrivals at a transit centre pending transfer to main refugee sites where more complete registration will take place; and

✔ producing passenger manifests for the movement of persons of concern, usually prior to a full registration.

Level 1 provides some elementary information about the population. It is sufficient to establish a basic distribution system, to tentatively identify persons with special needs, and to estimate the demographics of a population. However, Level 1 is not individual registration and does not meet UNHCR standards for individual registration.

5.1.2 Level 2 registration

This is the level of individual registration required for the most basic planning and monitoring activities. Level 2 is the start of continuous registration and can support many activities, including:

✔ protecting against *refoulement*, arbitrary arrest and detention, military recruitment and trafficking, and certain forms of abuse and violence;

✔   identifying and monitoring protection concerns, special needs, and special groups amongst the population;
✔   planning assistance and service interventions in large and small operations;
✔   identifying potential durable solutions, such as voluntary repatriation and resettlement cases; and
✔   managing refugee camps, including monitoring service and assistance delivery and use.

➤   ***In most circumstances, level 2 registration should be achieved within three months after arrival.***

Whenever resettlement is expected to be one of the likely durable solutions, as much information as possible should be collected and at an early stage. This is true even in *prima facie* operations where it may not be immediately apparent that resettlement will become the preferred durable solution for all or a segment of the population.

The information collected at this stage focuses on the individual. In addition to the information collected at level 1, the standard data set for this level is:

Level 2 Data *(in addition to the level 1 information)*

- Name
- Sex
- Date of birth
- Current location
- Place of origin (address)
- Date of arrival
- Special protection and assistance needs
- Marital status
- Citizenship
- Education level
- Occupation/skills
- Religion
- Ethnic origin (tribes/clans/sub-clans)
- Photograph
- Biometric (if needed)
- Permission to share information

This level of registration meets many of the UNHCR standards for registration. The agreement to share information for protection and solutions purposes is integrated into the standard form for this level of registration.

Level 2 registration corresponds to the commitments contained in the revised MOU with the World Food Programme (WFP) regarding registration within three months after an initial influx. The specific responsibilities of UNHCR and WFP in joint refugee operations are set out in the Memorandum of Understanding signed by the Heads of the two agencies on 9 July 2002.

5.1.3 Level 3 registration

This is the standard for individual registration required for protection planning and monitoring, for targeting of assistance and services, for performing individual status determinations, and for identifying and delivering durable solutions.

This level of information is required in most situations, **including *prima facie* situations,** to ensure adequate protection and appropriate solutions. It brings together information about individuals, about the households, families and cases of which they are part, and about critical events that happen to them during their lifecycle as a refugee or person of concern. This information set is the data required to form a "profile" of a person of concern that can then be used and updated by the various entities working with population data.

Level 3 Registration is needed for:

✔   issuing individual identity documents to all persons and individual entitlement documents as necessary;
✔   targeting of assistance and service in operations;
✔   identification of appropriate durable solutions;
✔   refugee status determination;
✔   implementation of resettlement as a durable solution;
✔   implementation of voluntary repatriation and reintegration as a durable solution; and
✔   implementation of local integration as a durable solution;

Whenever, possible level 3 registration should be achieved within 12 months after arrival. The essential data collected and maintained at this level includes:

Level 3 Essential Data *(in addition to the level 2 information)*

- Names of spouse(s)
- Name of father, mother, and spouse
- Additional personal names
- Names of all children
- Place of birth
- Existing personal documents

- ISCO[7] occupational categories
- Languages
- Documentation issued locally
- Voluntary repatriation status
- Resettlement case status
- Local settlement status
- Specific events related to individuals and to the groups to which they belong (household/family/case)

Additional information that may be collected as part of the local office's protection and durable solutions strategy includes:

Level 3 Additional Data

- RSD case status
- Means of arrival
- Family members in other locations
- Employment history
- Educational history
- Reasons for flight
- Voluntary repatriation intentions
- Local settlement intentions
- Place and date of return
- Place and date of resettlement
- Property status in country of origin

At this level, information initially gathered from persons of concern is regularly updated and verified and is used for protection and solutions. In addition, the standards in Chapter 3 of this Handbook can be fully met.

5.2   Basic bio-data and core registration data

In order to standardize the use of terms, UNHCR has defined basic bio-data and core registration data. These terms are used in different circumstances when referring to registration, particularly in discussions with external parties. The exact elements of personal data that constitute basic bio- and core registration data may vary slightly in some contexts due to specific requirements of partners, primarily governmental. However, the definitions in the next sections should serve as references.

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[7]   International Standard Classification of Occupations, maintained by the International Labor Organization.

5.2.1 Basic bio-data elements

The Confidentiality Guidelines (see Section 1.8 – *Confidentiality and sharing of identity information*) refer to sharing basic bio-data about refugees and asylum-seekers with host governments (paragraph 40 of the Guidelines). In general, data-sharing should be kept to a minimum and based on necessity. Basic bio-data, which is essential for maintaining long-term and accurate identification of the individuals of concern to the organization, include:

Basic Bio-data

- Name
- Sex
- Date of birth
- Place of birth
- Citizenship (nationality)
- Current location/address
- Photograph

5.2.2 Core registration data elements

Core registration has been defined on the basis of ExCom Conclusion no. 91, paragraph (b)(vi), which describes the basic information UNHCR or States will record for individuals of concern.

Core Registration Data

- Personal identity documents
- Photograph
- Names
- Sex
- Date and place of birth
- Date of death (if relevant)
- Marital status
- Special protection and assistance needs
- Level of education
- Occupation/Skills
- Household size and composition
- Date of arrival
- Current location/address
- Place of origin/address

- Citizenship
- Legal status (as a person of concern)
- Religion, ethnicity, language
- Name of father, mother, and spouse
- Documentation provided (entitlements and identity)
- Permission to share information

5.2.3 Supplementary registration data elements

In addition to the basic personal data referred to in Excom Conclusion no. 91, other information is needed to ensure adequate protection and to pursue appropriate durable solutions. Depending on the particular scenario, this data can include:

Supplementary Data

- Other names (alias, maiden)
- Family property
- Means of arrival
- Biometric
- Name, date of birth, current location/address of non-accompanying family members
- Reasons for flight
- Intentions for return
- Place and date of return
- Place of local integration
- Resettlement opportunity
- Place and date of resettlement
- Other documentation provided
- Specific events for global statistical reporting purposes

5.3 Improving registration and related activities

The following checklist provides a few simple steps that offices can take to improve the quality of their registration, documentation and population data management activities. The relevant Chapters, Sections and Annexes of the Handbook are provided in the right column for reference.

Table 3:
Measures to improve registration, documentation, and population data management

DESCRIPTION	WHERE TO LOOK IN HANDBOOK FOR DETAILS
Compare current situation with new standards	Chapter 3 – *Operational Standards* Chapter 8 – *Assess Current Situation* Annex 2 – *Assessment Matrix*
Compare data available with upcoming needs	Chapter 8 – *Assess Current Situation* §10.2 – *Decide on data to collect and verify*
Define own strategy for improving registration	Chapter 10 – *Determine Registration Strategy* Annex 3 – *Checklist for Preparing Registration Strategy*
Check/improve quality of data in database	§15.1 – *Retrieve existing information* Verification techniques: §20.1.2 and §20.1.3
Verify that persons registered are of concern	§14.3 – *Determine if a person need to be registered* Verification techniques: §20.1.4; §20.1.10; §20.1.11
Ensure that all those of concern are registered	Chapter 13 – *Inform and Contact Population of Concern* §17.3 – *Register unaccompanied and separated children* §10.3.3 – *Role of refugees*
Ensure each individual is registered only once	Chapter 14 – *Receiving and Fixing Persons of Concern* Verification techniques: §20.1.1; §20.1.2; §20.1.3
Adopt all possible aspects of new standards	Chapter 3 – *Operational Standards for Registration and Documentation* Chapter 8 – *Assess Current Situation* Chapter 10 – *Determine Registration Strategy*
Add any missing information on individuals	§8.1.1 – *Using the standards* §5.1 – *Levels of registration* §10.2 – *Decide on data to collect and verify* Chapter 20 – *Apply Verification Techniques* Annex 2 – *Assessment Matrix*
Build a lasting record for each individual	Chapter 2 – *Unified Approach* Chapter 5 – *Standard Data Set and Registration Levels* Part II – all sections
Take a digital photograph of each individual	Chapter 16 – *Photograph Persons of Concern*
Systematically link data to physical addresses	§12.3.2 – *Standardizing the information set* §12.3.3 – *Country-of-origin place names*
Verify actual presence at physical address	Verification techniques: §20.1.1
Validate data once it meets required standards	§18.2 – *Assess quality of registration data* Verification techniques: §20.1.12
Issue identity documents on the basis of verified data	§19.1 – *Issue identity documents*
Issue ration cards on the basis of verified data and verified physical presence	§19.2 – *Issue entitlement documents* Verification techniques: §20.1.1
Update changes: births, deaths, marriages	Chapter 20 – *Apply Verification Techniques* Part II – *all sections*
Fully implement deregistration measures	Chapter 21 – *Deregister households and individuals*
Continuously verify and improve records	Chapter 2 – *Unified Approach* Chapter 20 – *Apply Verification Techniques*
Use data for protection, assistance, solutions	Chapter 3 – *Operational Standards for Registration and Documentation* §8.1 – *Assess current registration system* Chapter 25 – *Prepare Reports*
Establish a user feedback loop on data quality	§7.6 – *Monitoring and reporting on registration activities*
Establish standard operating procedures for registration and documentation activities	§12.2 – *Establish standard operating procedures*
Discontinue periodic one-off head counts	Chapter 2 – *Unified Approach* Chapter 20 – *Apply Verification Techniques*

5.4 *Families, households and cases*

Providing protection or solutions, such as in status determination or resettlement, is often predicated on grouping individuals in special and context-specific ways, or "cases". Information relevant to UNHCR is thus both about the group(s) to which an individual belongs and about the individuals themselves.

5.4.1 *Groups in registration*

The grouping of individuals is one of the most important acts of registration. Grouping has implications for:

✔   **Assistance:** Food, non-food items and a variety of services are distributed mainly to families. Registration staff should be aware that some refugees may believe that splitting up into smaller families gives them access to more assistance and greater benefits.

✔   **Voluntary repatriation:** When processing persons for voluntary repatriation, family unity should be respected and involuntary separation of families during repatriation should be avoided.

✔   **Resettlement:** Family unification based on dependency relationships is strongly promoted by UNHCR. Resettlement countries do not always view the family in the terms as UNHCR, often using the concept of the strict nuclear family (mother, father and minor offspring) when making resettlement decisions. Also, refugees and others may have strong motivations for altering the composition of families, particularly in resettlement, such as adding persons to their family unit with whom there is no blood or true dependency link. UNHCR is expected to provide accurate and verified information on family relationships when making resettlement submissions.

Grouping individuals is one of the most important acts of registration.

For registration purposes, UNHCR defines three main types of groupings about which it collects and maintains information: the household, the family, and the case. These groupings are useful for describing how people are related to each other and for managing activities that are shared amongst the members. The groupings also allow UNHCR to know if one or more persons can legitimately represent the group to receive assistance and to make declarations and decisions on behalf of the group.

Most persons of concern will be members of all three types of groupings at some point in their registration life span, and for the vast majority, the individual members within a particular group will remain the same. However, registration life spans can be long and the natural complexity and changing nature of human relationships means that households and families evolve over time. It is essential to reflect this evolution in the registration system.

5.4.2 Households

For the purpose of conducting a census[8], the UN definition of a ***household*** is:

> *A group of persons (one or more) living together who make common provisions*
> *for food or other essentials of living.[9]*

For UNHCR and for registration purposes, a **household** is comprised of those persons of concern who normally reside together or are living together in the territory of asylum. It may include blood relatives, in-laws, and people who may not have a specific blood relation to the other members of the group. The common identifying factor is a shared physical address and presence in the territory of asylum.

5.4.3 Families

UNHCR recognizes the special role of the family and has a responsibility to maintain and to respect family unity in accordance with international human rights law. A family can be more difficult to define, not least because families vary from one place and time to another. For the purpose of conducting a *census*, the UN defines a ***family*** as:

> *Those members of a household who are related to a specific degree through blood,*
> *adoption or marriage. The degree of relationship used in determining the*
> *limits of the family is dependent on the uses to which the data is put,*
> *and cannot be defined on a worldwide basis.[10]*

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[8] Registration is not the same as a census. In registration individual names are recorded and linked to other demographic data. In a census, names are not associated with demographic data.

[9] Principles and Recommendations for Population and Housing Census, Revision 1; Department of Economic and Social Affairs, Statistics Division (1997), page 65.

[10] Ibid.

A refugee status determination interview in Malaysia: registration at this stage must be done on an individual level.

For the purposes of *registration*, UNHCR considers a **family** to consist of those persons who are related through blood, adoption, custom, or marriage **and** who should be considered as members of the same family for durable solutions purposes, for protection purposes, or for other reasons related to the fulfillment of UNHCR's mandate. Not all the members of a family will necessarily be registered with UNHCR at a given time.

For example family members who remain in the country of origin are not (yet) of concern to UNHCR. Not all the members of a particular family may be present on the territory of asylum (some may be living in another country of asylum) or living at the same address within the country of asylum. This is why a family and a household are two different groupings; members of the same family may not be members of the same household and vice-versa. For the purposes of family unity and international protection, including derivative status, UNHCR uses the concept of 'dependency' – economic, physical, or emotional dependency – to determine those family members who should not be separated or who should be reunited.

5.4.4 Cases

A **case** is a grouping of people considered together for a specific purpose, usually in relation to a decision or action, such as in status determinations or resettlement. As a rule, actions taken affect all members of the grouping, and membership within the grouping is set according to specific criteria or rules. For example, resettlement cases often consist of those persons who have relationship of dependency amongst them – physical, emotional, or economic. Families and cases may not always be the same. A case for refugee status determination may not consist of all members of a family; dependent family members not currently on the territory of asylum will not be eligible for derivative status and, therefore, are not part of the current RSD case.

Most of the time, the family, household and cases that an individual belongs to will all be composed of the same persons. However, it is important to recognize that this is not always true and to ensure that registration information correctly reflects any differences.

5.5 Registration in context

Quality registration is required to support the following activities, among others:

- issuance of identity documents;
- refugee status determination;
- planning and targeting of assistance and services;
- issuance of entitlement documents giving access to assistance and services (ration cards, health cards, etc.);
- identification of beneficiaries, including persons with special needs;
- voluntary repatriation;
- resettlement; and
- local integration.

➢ *The same set of core registration data is used for each of these purposes. However, most purposes also require specific additional information and variations in the registration steps.*

5.5.1 Refugee status determination

While UNHCR registration and mandate refugee status determination (RSD) are two distinct processes, procedures for receiving applications for RSD are generally carried out concurrently with procedures for collecting or updating UNHCR registration information for these persons. The registration process must promote the standards and objectives of both mandate RSD and UNHCR registration.

The purpose of procedures to apply for RSD is to formally initiate mandate RSD. For this reason, additional and more detailed information is gathered than is collected in standard UNHCR registration. This information includes the reasons and circumstances of the flight from the country of origin and other facts that are relevant to determining refugee status.

The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* provide detailed and comprehensive guidance on the level of registration required to support refugee status determination. Please refer to them when designing registration systems to support RSD operations.

5.5.2 Emergency situations

Inter-agency coordination, a concern of governments and donors alike, is essential in complex emergencies, and accurate and respected statistics on affected populations is an essential component of any coordinated response.
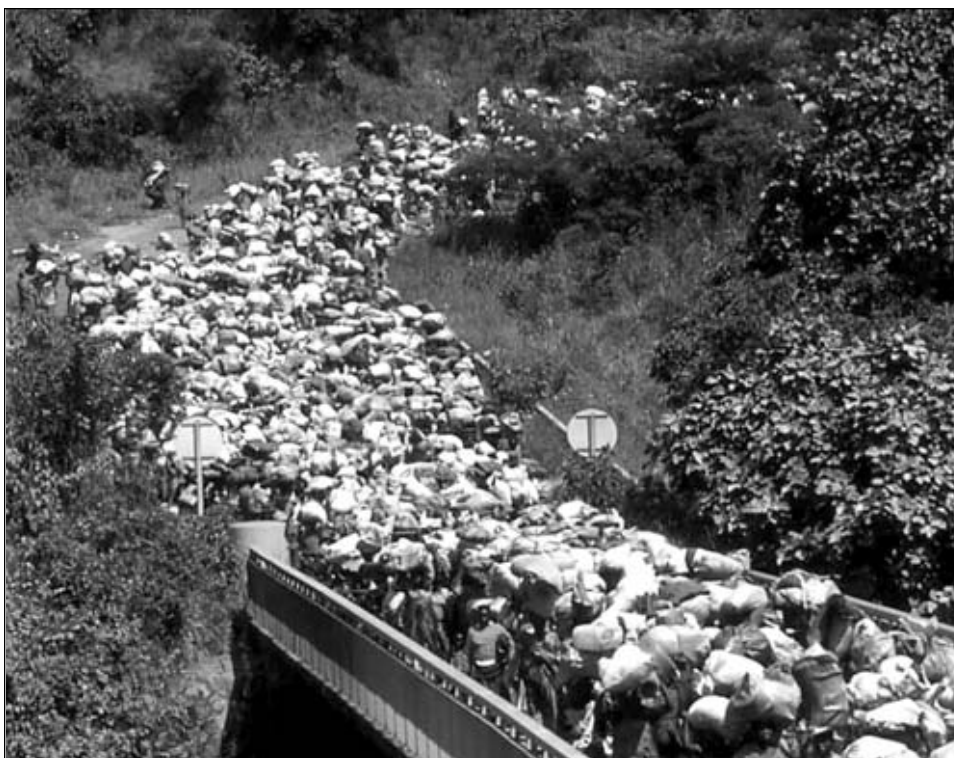
Exodus. How can UNHCR register refugees during a mass influx?

Steps for registering refugees during an emergency:
(see Section 5.1.1, Annex 6(c); and Section 14.1 – Fix persons of concern – for more details).

✔ **Step 1** – *Simple enumeration and estimation*:
   Counting should be done as part of border monitoring. The number of arriving refugees can
   also be estimated based on counting conducted by others, episodic evidence, local witnesses,
   and other sources.

✔ **Step 2** – *Fixing the arriving populations with the standard UNHCR token or an equivalent*:
   This should be done in conjunction with border monitoring or as part of the relocation from
   the border. Fixing may not be possible for the entire caseload, especially when the border is
   porous and difficult to monitor in its entirety. It will however fulfill its function for a part of
   the arriving refugees. Tokens are to be given to each individual refugee as well as any other
   persons who crossed the border – even if they may later be found not to be in need of
   international protection. The token facilitates counting (pre-printed numbers) and
   identification of new arrivals as opposed to persons who are already in-country.

✔ **Step 3** – *Create address system*:
Efforts should be made to design and implement as soon as possible a shelter address system. The camp area should be divided into sections and blocks and, where feasible, numbers assigned to each shelter (tent). This will enable better camp management. In cases where camps are prepared in advance, such systems may already be created as part of the preparedness phase.

✔ **Step 4** – *Control sheet registration in combination with family cards:*
The tokens given to the new arrivals at the border will be exchanged at the reception site for a family card (temporary card). If time permits, a pre-screening should take place at this stage to identify those who may not be of concern to UNHCR. The number of tokens per family will be punched on the card (family size). Then, most basic information (including the names of adults in the family) will be filled in the card and on the control sheet. If refugees are assigned space in a demarcated camp or a room in a collective shelter, the location should be indicated on the card and control sheet.

✔ **Step 5** – *Distribution of assistance and services:* Design and implement a simple system to administer the distribution of assistance and provision of service to refugees, including emergency health care, using the address system as the basis. Use one copy of the control sheet as provisional food lists. Ask refugees to present their temporary family cards to ensure integrity of distribution of food and non-food items and to record provision of services.

✔ **Step 6** – *Identification of persons with special needs*:
With the help of one refugee community, identify individuals and groups with special needs, especially unaccompanied and separated children. This will allow special assistance and protection measures to be implemented. Refer these persons to appropriate care (see Section 14.2 – *Identify and refer persons with special needs,* and Section 17.3 – *Register unaccompanied and separated children).*

➢ *Separated children and other persons with special protection needs should be identified and fully registered at the beginning of an emergency so that their needs can be addressed properly and solutions to their specific problems identified and implemented without delay.*

5.5.3 Register new arrivals

It is essential to have a functioning system through which new arrivals can be registered quickly. Be sure to register only those persons who have not been registered before and who meet the registration criteria. In the event of a sudden mass influx of refugees that cannot be absorbed by existing registration procedures and arrangements, use alternative means of counting and

estimating the size of the population (see Chapter 11 – *Estimate Size and Composition of Population of Concern* for details).

Arrival at the border

Border guards or border monitors may fix new arrivals by providing them with tokens (see Section 14.1.2 – *Using tokens)* or wristbands before, during or right after relocation from the border to the immediate destination in the country of asylum, i.e., a camp or settlement. In some cases, entry stamps or immigration cards may be provided or border guards may register the arrivals.

Depending on the circumstances of flight/arrival, other activities, such as health screening, providing emergency food rations, water and blankets, may take priority over fixing and the initial steps of registration.

Arrival at the camp, settlement or urban area

Refugees should report to the appropriate registration office, whether it be a government agency or UNHCR. If refugees were not fixed and do not hold any proof that they are newly arrived and not yet registered, protection staff should interview them to determine if their claim is genuine. Verification to prevent multiple registration can involve a routine check of the registration database (looking for the same name, same age, etc.) and, if possible/available, photographs or biometrics data.

Refugees with a legitimate claim should then be registered and provided with the appropriate documents (identity cards, entitlements, etc.) as foreseen in the registration strategy. Check to see if other immediate family members are already in the country of asylum. If so, link the newly arrived refugee to his or her family in the records/database. If necessary, adjust existing registration documents, especially family/ration cards, to reflect the new size of the family.

5.5.4 Voluntary repatriation

Through registration information and activities, intentions for return are recorded, potential returnees are verified and screened, the logistics for return travel are organized, and immigration and customs formalities are handled. In addition, assistance upon return is often linked to registration.

It may be necessary to transfer the registration database and procedures from the country of asylum to the country of origin, particularly when cash assistance, food allowances and shelter assistance are part of the return operation. Creating new registration systems for return and reintegration should be avoided. However, doing so may be necessary in some cases, such as when national administrative structures, including civil registry, have collapsed and a new or revived national civil registry is required. Enabling access to political, economic and social life may require initial registration information from UNHCR; but this activity should be

undertaken only in close consultation with the government concerned and, where applicable, other agencies.

> ➢ *Whenever possible, existing registration data should be used in preparing for voluntary repatriation.*

*Registration is an important component of planning and
implementing repatriation operations.*

In voluntary repatriation operations, the following elements should be reflected in the registration strategy:

- Personal information and procedural requirements in the country of return.
- Information and procedures for the 'co-recognition' and transmission of civil registration data, such as birth, marriage and death.
- Procedures and documentation requirements for border crossings.
- Plans for delivery of return packages and other forms of assistance to returnees, including measure to address forms of abuse to obtain additional benefits.
- Deregistration procedures and recall or cancellation of identity and entitlement documents issued in the country of asylum.
- Initial registration of populations who may never have registered but who seek or require protection and assistance for return.
- Validation and registration of residual populations, i.e., those who choose not to repatriate.

The *Voluntary Repatriation Handbook* remains UNHCR's primary reference for guidance in planning and implementing voluntary repatriation.

5.5.5 Resettlement

Somali Bantus in Kenya. Registration data from years earlier helped identify this population for resettlement.

The importance of reliable registration processes with respect to resettlement cannot be overstated. Early and accurate registration provides the most effective means of identifying refugees in need of resettlement consideration on a pro-active and on-going basis.

The accurate and comprehensive registration of refugees should be done as soon as possible after flight and, more importantly, outside the context of resettlement. This is a fundamental safeguard to the integrity of resettlement activities and sets the basis for initiating transparent and efficient resettlement programmes.

Good and early registration information at level 2, for example, can be of great service to resettlement operations. Increasingly, additional registration information, such as level 3, is useful for the profiling of individuals and groups to be identified for resettlement. Information such as ethnicity, vulnerability and family composition is particularly useful and should be collected and verified during registration activities.

Securing the identity of and correct information on individuals considered for resettlement is important in order to prevent fraud and abuse of the resettlement process.

5.5.6 Situation in which registration may be optional

Since registration needs will depend on the specific situation and the needs of the population concerned, it is not possible to provide firm guidelines. However, registration in the following situations could be optional:

Reintegration

Registration needs in return situations may depend on the level of intervention planned. If only micro-projects at the communal or district level are planned, detailed information on the individuals may not be needed. Good statistical breakdowns about the locations, numbers and demographics of returnees, ideally based on registration and documentation done in the country of asylum, paired with information on the state of infrastructure and socio-economic development indicators may be sufficient. This is true only if the conditions of voluntary repatriation have been favorable, the areas of return are secure, and UNHCR does not have any significant monitoring

concerns. However, to the extent that good registration information has been gathered in countries of asylum, it should be made available for use by UNHCR in the country of origin.

In the past, some non-assisted populations, including spontaneously settled refugees and "old" caseloads in the country of asylum, were not registered. However, as long as people remain of concern to UNHCR, efforts should be made to register them. Experience has demonstrated that a change in the political environment in the country of asylum may dramatically change the protection environment, and previously unregistered persons of concern may suddenly find themselves insufficiently protected.

Internal displacement

Internally displaced persons are nationals in their country of origin and remain under the jurisdiction of that country. Their protection needs are generally different from those of refugees. National identity documents and registration procedures and facilities may remain intact even during displacement. Nevertheless, if UNHCR operates an assistance programme or has a role in planning and facilitating durable solutions, national documentation may have to be supplemented by registration.

5.5.7 Circumstances in which registration is inadvisable

Although every effort should be made to create the conditions in which registration can be achieved, there may be situations in which registration activities may be inappropriate or not feasible. Situations in which registration should be avoided or delayed include:

✔ **Populations that are still moving:** If refugees have not yet reached a destination, whether temporary or final, registration can be difficult to organize and manage. In addition, registration formalities might compromise the flight to safety, part of the population may be missed in the registration activities, and there is a risk of multiple enrollments.

✔ **Proximity to borders:** Registration may have to be avoided for security reasons or to avoid mixing the refugee population with armed elements moving back and forth across the border. There may also be mixing with the local population living on both sides of the borders.

✔ **Security problems:** Under no circumstances should registration activities be carried out if they are deemed to be or become detrimental to the safety and security of refugees or to the security of staff.

✔ **Saving lives is a higher priority:** Saving lives is more important than registering people. In circumstances where staff must concentrate on other priorities, registration may not be carried out. This is often the case in the first few weeks of an emergency when the level of trauma amongst arriving refugees is high, or where the response by UNHCR or its partners is not fully implemented.

When registration is not possible but numbers and basic data must be obtained to carry out relief efforts, alternatives and intermediate steps (incomplete registration) may be used, depending on the situation.

UNHCR and its partners have acquired substantial experience in various alternative techniques and methodologies which, though not substitutes for complete formal registration, can help field offices estimate the size of the refugee population and gather baseline data and provisional refugee lists. See Section 11.1 – *Estimate population demographics* for details on the techniques to use.

6. Registration of Birth, Death and Marriage

As do all individuals, persons of concern have the right to have their births, marriages and deaths recorded in a civil registration system and to be provided with the appropriate documentation and certification. This is a fundamental responsibility of the government in the territory of asylum and is described in international human rights law and conventions.

Birth registration is crucial for international and legal recognition of the existence of an individual. Death registration and certification is nearly always required for inheritance of immovable and movable property, and is particularly important for property claims and property restitution when people return home from asylum and displacement. Marriage registration and certification ensures that family unity is legally respected and preserved and that property and other rights are properly transferred.

➢ *States must provide necessary documents relating to civil status (e.g., birth, marriage, divorce, death) with the support and co-operation of UNHCR, where appropriate.*[11]

Birth registration helps confers basic rights to refugee children.

UNHCR should advocate and, when necessary, provide assistance to ensure that these important events in the lives of refugees, known as 'vital events', are registered and documented by the government in the territory of asylum. Where it is not possible for these vital events to be recognized and recorded in the normal national registers, UNHCR should maintain a record of them, and provide people with documents attesting to the events.

The country of origin should recognize civil registration documents, including birth certificates, death certificates, marriage licenses, divorce agreements and matriculation documents, issued in territories of asylum. This recognition should be included in tripartite and other relevant agreements.

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[11] *Agenda for Protection*, Goal 1, Objective 11 : "Better registration and documentation of refugees".

For more information please refer to the guidance provided by the UN Statistics Division regarding vital statistics:

Principles and Recommendations for a Vital Statistics System, Revision 2; UN Statistics Division, Series M, No.19/Rev. 2: (ST/ESA/STAT/SER.M/19/Rev. 2).

Handbooks on Civil Registration and Vital Statistics Systems – Five-volume Series; UN Statistics Division.

6.1 Birth registration

Birth registration is defined as the official recording of the birth of a child by some administrative level of the State and co-ordinated by a particular branch of government. It is the permanent and official record of a child's existence.

Birth registration is an essential form of child protection, as it gives a child a name, an age, and an existence that is recognized and acknowledged by the civil authorities. It also confers rights and privileges that apply while a person is of concern to UNHCR and long after. These include rights based on nationality and personal status, such as access to education, food, and health care; and, eventually, the rights to marry, vote, obtain a passport, be allowed to trade, open a bank account, and own property.

If refugee boys and girls are unable to provide proof of their age and identity, they become "invisible" to the authorities and are more vulnerable to abuse and exploitation, such as trafficking, slavery, forced recruitment, early marriages, child Labor, and detention and prosecution as an adult.

Birth registration and certification are often essential for citizenship[12] and a lack of proper birth registration can lead to statelessness. A stateless person is a person who is not recognized as a citizen according to the law of any state, and therefore rights flowing from citizenship cannot be accessed. Her or his basic rights, legal status, security in the country of residence and travel outside that country are subject to state discretion. Statelessness is often the result of policies that deliberately do not confer nationality to children born of refugees.

Refugee children and those who are internally displaced are particularly likely to miss out on birth registration. Some asylum countries are unwilling to facilitate birth registration of the new-born children of refugees and asylum-seekers. They may consider them as illegal aliens, they may not wish to grant them nationality, or they may have political motivation for excluding certain

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[12] Dow, Unity, "Birth Registration, the first right", The Progress of Nations, UNICEF, New York, 1998, in "Aticket to citizenship; Practices for Improving Birth Registration", Plan International, 2001.

minorities within the refugee population. Others may not have a working birth registration system within the country or in those areas where refugees are hosted. Parents may not be aware of the rights and benefits associated with birth registration or cannot fulfill their responsibilities for registering their children. Physical access to civil registration offices, lack of pre-requisite documentation, language barriers, and local mis-interpretations of the law are often deterrents to those refugee parents who wish to register the births of their children.

UNHCR is tasked with overseeing that the births of all refugee children are registered, while UNICEF is responsible for monitoring the implementation of the Convention on the Rights of the Child, which includes promoting a child's right to an identity, to a name and to a nationality. The Memorandum of Understanding between the two agencies describes their respective responsibilities regarding the rights of children and the implementation of the Convention. It is essential to work closely with UNICEF to promote birth registration.

It is always preferable if refugee births are registered in the normal national civil registers. Office should work closely with the authorities to ensure that refugee births are registered and certificates are issued according to the procedures applicable to nationals whenever possible. Because birth registration is an individual-based right, this option should be pursued even when only a segment of the refugee population is permitted access to the national procedures.

When the State refuses to register refugees' births within the national civil registration system, UNHCR should encourage the national authorities to establish similar and parallel systems for registering refugee and asylum-seeker births. If this is not feasible, UNHCR, working with UNICEF and other partners, should organize a local system to ensure that a minimum amount of information is recorded so that official civil registration can be accomplished at a later time. Information on the child's name, date of birth, place of birth, witnesses to the birth, and the names and nationalities of both parents and their addresses should be recorded, and legally validated. The birth should be recorded in the refugee's family record and in other documentation kept by the refugee family.

Whatever the system in place, parents must be given a validated birth notification or attestation for each birth that contains the facts of the birth. Local officials should be encouraged to issue the certificates for all refugee births or, when not possible, to validate written attestations issued by UNHCR. In case of voluntary repatriation, a set of legally validated copies should be handed to the competent authorities of the country of origin.

Raise awareness of the importance of birth registration among partners, government officials, and refugees. Nurses and birth attendants should know of the right to birth registration and the applicable procedures.

In addition to the UN reference documents on vital statistics and civil registration systems, for more information on birth registration see:

> *Refugee Children: Guidelines on Protection and Care*. UNHCR (1994). Chapter 8.

> *Birth Registration − Right from the Start*. UNICEF, Innocenti Digest No. 9, March 2002.

7. Management of Registration Activities

7.1 Responsibilities of managers for registration

➢ *Managers of field operations, including representatives and heads-of-offices, are responsible for ensuring that registration and population data management activities are undertaken, that the highest possible standards are attained, and that operational standards are respected and continue to be.*

7.1.1 Representatives and heads of offices

Senior staff, whether from the government involved and/or from UNHCR, are responsible for monitoring registration. In a typical UNHCR branch office, the Representative or Deputy Representative (Protection) should be responsible for overseeing and managing registration activities.

Representatives and heads of offices should:

- be familiar with the standards for registration and the contents of this Handbook;
- ensure that registration and population data management activities are supported by adequate human and financial resources;
- monitor the design, planning and implementation of registration processes;
- ensure full participation of refugees in the planning and implementation of registration activities;
- ensure continuity and consistency; and
- ensure staff are trained so they can perform registration related tasks.

The country representative should ensure that one appropriately experienced professional staff member within the country office has responsibility for conducting and managing registration activities. Persons responsible for registration must be posted within the country or region concerned. It is not possible to manage and implement registration operations at long distance or by staff sporadically present on mission.

7.1.2 Registration-specific roles and responsibilities

For every operation, senior managers must identify and appoint an individual within the operation to perform the role of **Registration Manager or Co-ordinator.** A full-time, managerial-level co-ordinator may be needed for large-scale operations and mass-registration processing, regional registration projects, when introducing new methodologies or when adding substantial new elements to the registration procedure, such as issuing ID cards. In small and stable operations, where registration has been going on for some time and does not require daily monitoring, a

permanent focal point – preferably a senior protection officer – should be designated to oversee registration.

The more thoroughly a registration activity has been designed and planned, the easier it will be to implement. Managers should monitor the implementation to ensure that it is consistent, adheres to standards, captures quality data, and is run in close cooperation with all partners.

The main responsibilities of the Registration Manager include, but are not limited to:[13]

- coordinating the planning, designing and implementation of a comprehensive registration plan in close collaboration with local, regional and national authorities, NGOs and other concerned entities;

- performing the day-to-day supervision of the registration unit (registration centre) including policy, programming, administration (of staff and other resources) and organizational issues;

- supervising the establishment and functioning of registration systems as appropriate;

- co-ordinating and overseeing the issuance of identity and entitlement documents;

- coordinating between the UN agency representatives, and between UN, international and national NGOs, and local authorities on registration and related issues;

- keeping abreast of refugee-related developments with particular view to changing needs for registration, deregistration and verification;

- monitoring the implementation of registration and verification exercises carried out on behalf of the government or UNHCR by implementing agencies;

- managing registration resources and ensuring integrity of fraud-proof materials such as wristbands, cards, and forms;

- paying particular attention to the registration needs of different groups (women, girls, boys, elderly, adolescents, etc.) ensuring that special protection and assistance needs of individuals and groups are addressed through registration mechanisms;

- monitoring data entry and processing and adjusting, whenever necessary and appropriate, code tables, data entry forms, modules;

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[13] Generic terms of reference for registration staff in the field. This is not a UNHCR standard job description.

- compiling, analyzing, and forwarding population information to other offices and partners, and providing inputs for regular situation reports;

- advising the head of office and senior protection officer on necessary interventions with regard to registration and population data management.

Other staff to be designated, where applicable:

✔ UNHCR officer(s) responsible for co-ordinating registration at the field level
✔ UNHCR officer(s) responsible for managing registration and population data
✔ Staff member(s) responsible for administering the registration database
✔ Staff member(s) responsible for stocks of registration materials and supplies

Core functions and responsibilities should be clearly defined for everybody. An organigramme showing all staff and basic functions should be updated regularly.

7.2 Managing registration in an RSD context

The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* identify the primary functions associated with RSD, including registration and reception, and specify the core responsibilities associated with these functions. An essential feature of these procedural standards is the designation of the role of **RSD Supervisor.** This person is also responsible for overseeing registration and reception activities in support of RSD.

Responsibilities for supervising registration activities in the RSD context include:

- ensuring that all registration staff have appropriate training and support to carry out their responsibilities effectively;

- supervising registration staff as they fulfill their assigned duties, including by randomly monitoring registration interviews and counselling sessions conducted by registration staff to ensure the accuracy and consistency of information provided to applicants;

- reviewing all complaints received about procedures to register applicants for RSD, co-ordinating appropriate follow-up, and reporting on action taken;

- supervising the preparation and issuance of documents by UNHCR to registered applicants for RSD.

For more details, see the *Procedural Standards.*

7.3 Managing assets and materials

Since many of the forms, cards, and other materials can be used to gain access to entitlements, they must be stored and managed securely. Balance sheets, inventories and storage logs will help managers to control the flow of registration materials. Items should only be released against the signature of an authorized staff member.

The use of released materials should be monitored closely. Used items should be documented through control sheets, recording total numbers and pre-printed serial numbers. Damaged or cancelled tokens, wristbands, forms, cards and other materials should be also be accounted for in detail. Unused items (the balance) should be returned to storage.

Registration staff members, particularly field-level registration managers and coordinators, are responsible for receiving and storing registration materials. They check the quality and quantity of materials received and report on the safe and complete arrival of the materials (this information must be also shared with Headquarters). The storage area should be securely locked and access should be strictly limited to authorized personnel.

UNHCR stamps and ink pads should be kept by senior staff (head of sub-office, senior protection officer, deputy representative, etc.) or by authorized administrative personnel.

7.4 Advice and support

➢ *Do not reinvent the wheel in formulating a registration plan.*

Field offices should make use of the knowledge and experience UNHCR and its partners have accumulated over the years. Registration activities require expertise that is not necessarily available in every field location. Field offices are encouraged to seek advice and support from the services that are specialized in registration and population data management.

7.4.1 Registration support and technical expertise

There is a variety of support resources that managers and registration staff can use when planning and implementing registration activities. Some of these resources are listed below; others are referred to in the relevant sections in Part II.

The Handbook for Registration: This Handbook is designed to be a primary registration support resource. The standards and procedures described herein should be followed by all office unless circumstances are truly exceptional.

Training: Specific training materials have been developed for registration. Training can be conducted on a regular or ad hoc basis, depending on the operational needs. Whenever possible,

training should be combined with hands-on registration work, either in the country itself or in a neighboring operation.

Guidance and coaching on planning and implementing registration activities can be done, albeit to a limited extent, by e-mail, telephone and in short- to medium-term missions.

Technical advice (assessment, adaptation of methodology, planning, implementation, evaluation, IT support) can be provided by registration experts.

Best practices and experiences should be shared. Offices should not hesitate to make use of the knowledge and experience acquired by others, and managers should take advantage of these opportunities through missions, sharing reports and sharing staff, when possible. The Population and Geographical Data Section (PGDS) is a good source of information on past experiences.

The Division of Operational Support (DOS) at UNHCR headquarters maintains an extensive support capacity in technical areas, including the support to registration and population data management provided through PGDS and Project Profile. There are also regional support hubs for West and Central Africa, East and the Horn of Africa and the Great Lakes Region, as well as for the CASWANAME region. Substantial expertise and experience also exist in the various regions.

7.4.2 How to request support

Field requests for technical support should be submitted to the respective Desk, which will co-ordinate with the Division of Operational Support, Population and Geographical Data Section and other relevant Headquarters sections about upcoming needs and planned registration activities.

Requests for support should be sent well in advance, whether they are for registration equipment and materials, expert support or other support elements. The request should clearly state what is needed. Technical support should be part of the overall operational budget for registration activities (project and/or administrative budgets).

Ad-hoc advice and guidance by e-mail or telephone can always be provided at short notice.

7.5 Managing corruption and fraud

Corruption and fraud in registration activities are problems that managers must recognize and confront. Recurrent reports and scandals show that registration, documentation, and population data management activities are vulnerable to both internal and external efforts to abuse and manipulate the system. UNHCR's credibility with donors, host governments, resettlement countries, country of origin governments and the refugees themselves is linked to the viability and credibility of its registration systems and the information they contain.

7.5.1 Operator fraud

The great majority of personnel employed for refugee registration are guided by the principles of humanitarianism. Nevertheless, some may be tempted to make extra money unethically by allowing non-refugees to register or by letting refugees register several times.

Make personnel aware of the consequences of fraud during their training. Train newly hired staff in the UNHCR Code of Conduct. Require them to read it and encourage them to sign it.

Take action swiftly when fraud occurs. Try to determine the reasons behind the fraud and the magnitude of the problem when responding. Ask for professional advice and support in cases where fraud is suspected to be well organized and widespread.

Some common forms of operator fraud are:

- allowing non-eligible persons to register;
- allowing registered refugees to register again;
- recording ghost refugees to increase family size.

Possible remedial actions managers should take include:

✔ Tighten systems and procedures, including controls on physical and electronic files and records.

✔ Institute discussions on the implications and importance of the UNHCR Code of Conduct.

✔ Institute and routinely check audit logs.

✔ Issue passwords to access electronic data management systems.

✔ Change supervision and monitoring procedures.

✔ Conduct on-site spot-checks during registration activities.

✔ Rotate staff to avoid extended exposure to benefit-related work.

✔ Change composition of registration teams.

✔ Create safe mechanisms and incentives for reporting cases of abuse of power and fraud.

✔ Act swiftly on detected cases and impose immediate disciplinary measures, such as written warnings and dismissals.

✔ Conduct criminal investigations, in consultation with the Investigation Unit of the Inspector-General's Office.

➢ *Be sure to differentiate between dishonesty, fraud and human error. Staff work hard and are exposed to high levels of stress and pressure. Mistakes do not necessarily indicate cheating. Give people the benefit of the doubt unless there is clear and irrefutable evidence.*

7.5.2 System abuse by refugees and others

The manipulation and abuse of registration systems can be a problem for UNHCR, host governments, donor governments, WFP, and other partners. In understanding and mitigating abuses keep in mind that some types of abuse are "insurance" against injustices linked to old approaches to registration and distribution systems. Some of the most common forms are:

- "recycling": registering more than once, at the same place or in several locations. Also associated with multiple applications or attempts to receive one-time-only assistance packages, such as those often given in voluntary repatriation operations;

- mixing populations: locals and non-refugees, and refugees from different locations register;

- "borrowing": using other people's children to inflate family numbers;

- forging registration documents, such as ration cards, registration forms, and voluntary repatriation forms;

- trading or selling ration cards or other entitlement documents.

Part II of the Handbook provides guidance for dealing with the most common forms of fraud and opportunism; in particular Section 20.1 – *Choose verification techniques.*

7.6 Monitoring and reporting on registration activities

Monitoring a registration activity will ensure the integrity of the process and adherence to standards and help to identify improvements to registration procedures. In large-scale registration efforts or for innovative projects, evaluations will be useful in assessing the impact of registration on refugee protection.

Monitoring and evaluating registration activities should be concrete, providing a clear statement on the quality of the activities, and making precise recommendations. Any follow-up should be with the intention of improving the process. Monitor the registration from different perspectives – from that of a manager to that of a refugee.

Set up a 'feed-back loop' that allows users to comment on the quality of population data, the uses they make of it, and any problems they encounter when using the data. Ensure that corrective action is taken to improve the data accordingly.

Reporting on registration activities is important for keeping managers, colleagues and partners informed, for monitoring progress over a certain period of time, and for securing continued support from various parties.

Problems, particularly security incidents, should be reported immediately so that concerned colleagues and partners can take action.

7.6.1 What to report

- ✔ Results of registration activities.
- ✔ Exceptional events and valuable lessons, including security incidents or particularly encouraging or disruptive moves by any of the stakeholders.
- ✔ Basic statistics, breakdowns and basic analysis of changes in refugee population figures (see Part II, Chapter 20 for details about standard statistical reports).
- ✔ Extent to which the populations are now registered, to what level, and the standards with which the registration complies.

7.6.2 Where to report

- ✔ **Monthly Situation Reports:** Section C: Statistics and Registration
- ✔ **Country Report:** Part 3: Achievements and Impact by Population or Theme
- ✔ **Mid-Year Country Report:** Progress as measured against indicators
- ✔ **Annual Protection Report:** Chapter 3 – Standard of Treatment of Refugees; Chapter 5 – Refugee Children; Chapter 12 – Supervisory Responsibility (Article 35 of the Convention)
- ✔ **Annual Statistical Report:** UNHCR Manual, Chapter 4, Section 6.8), and Annual Programming and Reporting Instructions
- ✔ *Ad-hoc* basis in the case of important events, changes, problems
- ✔ Periodic surveys on registration

Part Two:
— How to Register, Manage Population Data —
and Issue Documentation

Introduction

Part II of the Handbook focuses on the details of how to perform each step of the generic process for registration described in Chapter 4 – *Overview of the Generic Process.* The information is presented according to the recommended order of the steps (repeated below for reference) and is divided into the following five processes:

- Preparation for Registration
- Initial Registration
- Registration Interview
- Validation and Deregistration
- Population Data Management

Preparation for Registration

| Assess Current Situation | → | Consult with Population of Concern | → | Determine Registration Strategy | → | Estimate Size and Composition of Population of Concern | → | Prepare and Maintain Registration Infrastructure and Capacity | → | Ready for registration activities |

Initial Registration

| Contact and Inform Population about Registration | → | Reception and Fixing of Persons of Concern | → | Initiate Data Collection | → | Population ready for registration interview |

Registration Interview

| Photograph Persons of Concern | → | Interview Persons of Concern | → | Accept and Validate Quality of Registration Data | → | Provide Appropriate Documentation | → | Record and registration accepted |

Verification and De-Registration

| Apply Verification Techniques | → | Registration Data Verified | | De-register Household and Individuals | → | Individual de-registered |

Population Data Management

| Plan Data Management Scheme | → | Enter and File Records | → | Update Individual and Group Data | → | Prepare Reports | → | Population data well-managed and used |

The guidance provided is applicable to most operational environments. Nevertheless, the Handbook recognizes the diversity of registration environments and objectives. For each step, general information is followed by specific guidance for adapting the generic step to specific contexts such as emergencies, voluntary repatriation operations, refugee status determination and resettlement. This information is targeted at those with responsibilities for planning and implementing registration and related activities, including the documentation of refugees, asylum-seekers and others of concern.

As with Part I, the information provided in Part II of the Handbook can be used by any entity engaged in registration activities: UNHCR, governments or NGO partners.

Preparation for Registration

In additional to general guidance on preparing for registration, this part of the Handbook contains specific information on:

- *Using the operational standards* set out in Chapter 3 to assess and evaluate current registration practices (*Section 8.1*)

- Where to find the *relevant operational goals and objectives* needed to situate registration activities in the overall context of the operation (*Section 8.2*)

- Who *the stakeholders* are and what their roles should be (*Section 10.3*)

- The *data* to collect and the *forms* to use (*Section 10.2 and Section 10.5.*2)

- Using *surveys* to compliment registration data (*Section 11.2*)

- Creating an *address system* for a refugee camp (*Section 12.3.2*)

- Setting up proper *security procedures* and *crowd-control* tips (*Section 12.7*)

- Procuring registration *materials* (*Section 12.4*)

- Hiring and training registration *staff* (*Section 12.5*)

- Setting up *registration locations* and sites (*Section 12.6*)

Overview

UNHCR includes the principles of both results-based management and participatory planning in its planning cycle and processes. These principles underlie the steps described here: assessing the current situation, consulting with the population, determining the registration strategy, estimating the population, and preparing the infrastructure and capacity.

Depending on circumstances, it will not always be necessary to go through all planning steps in every situation. Offices with more continuous registration practices will undertake the planning steps less often than offices with less regular registration activities. Some of these steps, such as Assessment, are linked to evaluation and reporting, and may be done independently of the others.

The establishment and implementation of a semi-formal strategy for registration is one of the essential aspects of the unified approach. In most operations, a registration strategy already exists and is in use. However, that strategy may need to be updated or changed to respond to new circumstances, such as an unforeseen influx or opportunity for voluntary repatriation.

A successful result depends on two things: good planning and shared ownership. The most constructive planning processes are those that actively engage key partners and encourage collaborative problem-identification and problem-solving. The least constructive are isolated, independent exercises with little or no involvement of the staff, refugees, and partners responsible for implementation.

The following are recommended resources on planning and planning techniques:

UNHCR Manual, Chapter 4: Part 3 – Planning

Participatory Planning in UNHCR – a Practical Guide: (IOM/10/2002- FOM/09/2002 of 16 January 2002)
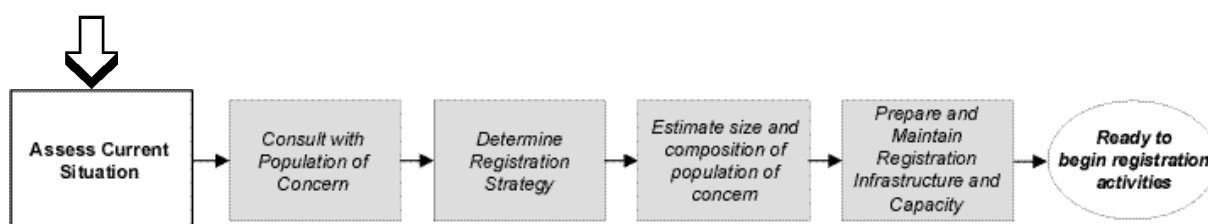
8. Assess Current Situation

➢ *Planning for registration activities starts with an assessment of the current registration systems and the overall context of the operation.*

To improve registration, operations must assess their current registration activities against UNHCR registration standards.

The assessment step is an analysis or evaluation of the current registration, documentation and population data management systems as they compare to UNHCR standards and indicators. Unfortunately, this step is frequently skipped or absorbed into other processes, such as setting objectives. Without a proper understanding of how current registration practices measure up to the norms, it is hard to set good objectives and get the desired results from a revised registration system.

➢ *A good assessment process is also a measure of progress against indicators, also important for evaluation and reporting.*

8.1   Assess current registration system

Assessing any existing registration system implies a focused and critical comparison between the standards set out in this Handbook and existing registration systems in the country or operation. When recent and current registration procedures are assessed against the standards in this Handbook, the result is called a *"gap analysis"*. A gap analysis measures the difference between the current situation and the desired standards in terms of the:

● comprehensiveness of the ***registration data collected*** as per standard data set and levels of registration;
● integrity and completeness of the ***registration process in place*** as per the operational standards and the standard registration process;

- *documentation provided* to persons of concern as per the operational standards and the generic process; and
- *use made of the registration-related data* as per the operational standards and the standard indicators.

➢ *Use this analysis to identify key issues and problems, define the priorities and objectives of registration intervention, and take stock of existing resources, their limitations and potential.*

8.1.1 Using the standards

Apply the following questions to the results of the latest or current registration practices and compare them with the steps of the standard registration process outlined in the various Sections and Annexes of this Handbook as indicated. *See Annex 2 for an Assessment Matrix showing the standards to assess current registration activities.*

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1. **What data elements are collected and maintained for household, family, cases and individuals and how does these compare to the standard data set?**
Standard Information Set	*See Annex 8*
Operational Standards:	*See Annex 2 for relevant standards*

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2. **How is information collected from the persons of concern? How is the registration process currently conducted?**
Generic process for registration	*Chapter 4 – Overview of generic Process*
Operational Standards:	*See Annex 2 for relevant standards*

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3. **What kinds of documentation have been issued and to whom? How does this compare to the standards?**
Operational Standards:	*See Annex 2 for relevant standards*

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4. **How is registration information being managed? What use is being made of the information collected?**
Operational Standards:	*See Annex 2 for relevant standards*
Indicators	*(See below, Section 8.1.2 – Indicators)*

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5. **What is the accuracy or validity of the current data? Are statistics done on the basis of verified data or are they based on estimates?**
   Accuracy and validity of current data depend largely on the continuous recording and updating of registration data. To assess the accuracy and validity of current data, compare the data with standards indicated in the Assessment Matrix, Annex 2.

8.1.2   *Indicators for registration, documentation, and population data management*

The most important performance indicators for registration, documentation, and population data management are:

- Percentage of population(s) of concern in country for whom age/sex breakdowns are available
- Percentage of population(s) of concern for whom the core registration data elements have been collected
- Frequency of reporting and sharing of aggregate population records with Headquarters, regional offices, country offices and partners
- Availability of aggregate statistics in country on core data elements for population(s) of concern, and the use made of these figures by UNHCR and partners
- Availability of information for individual members of the population(s) of concern, and the use made of these records by selected UNHCR staff and partners
- Percentage of populations of concern issued with individual identity documents conforming to the standards
- Frequency with which existing data is updated to record births, new arrivals, deaths and departures, marriages, and other changes
- Percentage of population(s) of concern interviewed and registered individually
- Percentage of population(s) of concern issued with family entitlement cards in the name of the primary female and male household representatives

➢   *Use these indicators when planning and monitoring registration activities as part of larger operational plans, such as the Country Operations Plan (COP), and when reporting on registration activities in normal reports, such as Annual Protection Reports and Country Reports.*

Other useful indicators for registration activities include:

- Food lists are generated from refugee databases
- Convoy lists and passenger manifest are prepared using the registration database
- Absences at commodity distributions are noted and kept with registration information
- Voluntary repatriation processing uses existing registration data

Further sample performance indicators are provided in Annex 4.

8.2   *Assess operational objectives and environment*

The exact nature of the registration, documentation and population data management needs related to a particular population and for a particular time can be determined from the relevant operational goals and objectives. The goals and objectives of an operation, as well as the environment in which the operation is taking place, should be assessed from a registration perspective. Reflecting on those goals and objectives will help define the:

- Role that registration will play in bringing about the protection, solutions and assistance objectives in a particular operation
- Data required and how it will be used
- Documentation needed by beneficiaries for protection and management reasons
- Linkages to national civil-registration systems

Combine the assessment of the current registration system with the requirements for population data into a **prioritized summary of the problems** related to registration, population data management and documentation. The level of movement within the population will influence the registration objectives as will the security situation. Be sure to involve any security focal points in making this assessment.

The following documents are common sources of the goals and objectives that inform and influence the registration strategy for a particular population or context. These documents contain explicit or implicit goals and objectives that will determine or will be dependent upon registration and related activities.

Table 4: Sources of operational goals, objectives and outputs related to registration

Formal Sources	Informal Sources
- Country Operations Plans (COP) - Project descriptions - Sub-agreements - Tripartite Agreements - Annual Protection Reports - Country Reports - Inter-Agency Joint Assessment Missions (e.g. WFP/UNHCR)	- Regional protection and solutions strategies - Contingency plans - Emergency-response plans - Registration strategies - Repatriation plans - Recommendations of support missions, inspection missions and evaluation missions

8.3   Variations

8.3.1 Emergencies/mass movements

Where formal registration systems for refugees or others of concern exist, assess them using the operational standards suggested above. In some situations, there may be no registration system in place. In these cases, take stock of any existing preparedness measures and systems, including existing government, agency or other plans. Such plans often define the roles of the key partners, including the sectoral arrangements for registration and protection.

The following questions, based on the *UNHCR Contingency Planning Guidelines*, Section B of Annex C, are also relevant in such situations.

- What major protection concerns are the refugees likely to face concerning access, status determination, *refoulement*, and movement from the border?
- Who is or will be responsible for the security of refugees? What could be the role of refugee groups in security?
- What kind of problems may the refugees face regarding identification and documentation?
- What will be the needs of special groups: single women, unaccompanied and separated minors, the elderly and the disabled, combatants, etc?
- What registration capacity exits with border guards and immigration officials? What training could be given to them?
- What qualified registration staff and material resources are available in the areas likely to receive refugees or other persons of concern?
- Are there arrangements to monitor and gather statistics as refugees pass through the border-crossing points?

8.3.2   Refugee status determination

The RSD *Procedural Standards* provide clear and detailed guidance on appropriate registration processes to support mandate RSD processing.

A few key points to examine in assessing registration are:

- Who has responsibility for overseeing procedures to register applicants for RSD, including supervision and support of registration staff?
- What training is provided to registration staff?
- Are individual registration forms filled out for all persons applying for RSD regardless of age or potential eligibility?
- Do all principal applicants, regardless of age, and all adult accompanying family members or dependants complete all parts of the application form?
- Are each principal applicant and each adult accompanying family member given an individual and confidential registration interview? Are all adult women interviewed individually and confidentially by a qualified interviewer? Are all unaccompanied and separated children interviewed by a qualified interviewer?
- Are photocopies taken of all original documents provided by applicants, and a description of the document noted in the appropriate section of the RSD applicant form?
- Are photographs taken of each applicant, including all women and children?
- Are all registered applicants, including women and children, provided with some kind of documentation attesting to their status as persons of concern, either by the government or by UNHCR?

8.3.3   Voluntary repatriation

Assess registration systems in all of the major countries participating in the return activities and assess the registration capacity and objectives within the country of origin itself. The assessment process requires the participation of registration staff and expertise from the major territories of asylum and the country of origin. The office co-ordinating the overall repatriation efforts should host regional meetings in order to ensure that the registration component of the repatriation process will adequately support the operational plan for repatriation. Early in the planning stages, give one person or office responsibility for overseeing the registration activities in all relevant countries.

In addition to the assessment processes described in Section 8.1 – *Assess current registration system*, consider the following points:

- In addition to the standard information for registration, the country of origin may have special information or documentation requirements for returnees that must be taken into account.
- The level of compatibility and incompatibility in both the information collected and the quality of the registration data amongst different asylum locations.
- Requirements and procedures for registration and/or recognition, by the country of origin, concerning births, deaths, marriages and divorces that have taken place on the territories of asylum.
- How and when it will be determined that returnees are no longer of concern to UNHCR and can be deregistered.
- Provisions for the registration and documentation of any residual caseload.
- How current identity and entitlement documents will be invalidated, updated and/or replaced.

Existing registration data in countries of asylum should be the point of departure in assessing readiness to support a voluntary repatriation operation. The assessment may show that the data needs to be improved to some extent in each participating country and location to meet the agreed standards and to achieve a regionally consistent standard of information.

8.3.4   Stateless non-refugee persons of concern

When working with stateless persons and assessing their registration needs, it is important to understand how they are legally viewed by both the state of origin and the host state and whether they are currently registered anywhere. Few national registration systems are equipped to accurately identify the number of stateless persons on the State's territory. In reality, some stateless persons are registered as foreigners, some as non-national residents, and many are categorized as nationals of another State even in instances in which the State in question does not consider them to be their own nationals either and will therefore not extend national protection to them. In other cases, persons may be registered as stateless but this information is not widely available due to political sensitivities. Numerous stateless persons are categorized as refugees or asylum-seekers

even in cases where they have not sought asylum.

UNHCR's role concerning statelessness is primarily a catalytic one with States. In this regard, the Office regularly provides legal advice to States of origin on issues such as access to nationality. The Office also provides advice to host States on matters such as issuance of identity and travel documents, registration of births and marriages and, in appropriate cases, naturalization. Efforts are aimed at normalizing the legal status of stateless persons and, ultimately, facilitating their access to an appropriate nationality.

Non-refugee or asylum seeking stateless persons should not be registered as refugees or asylum-seekers, or as the foreign nationals of another state. However, in cases in which refugees or asylum-seekers are or could be stateless, this information should be properly reflected to assist UNHCR in addressing statelessness when it arises as a root cause of displacement. Design and prepare registration systems accordingly.
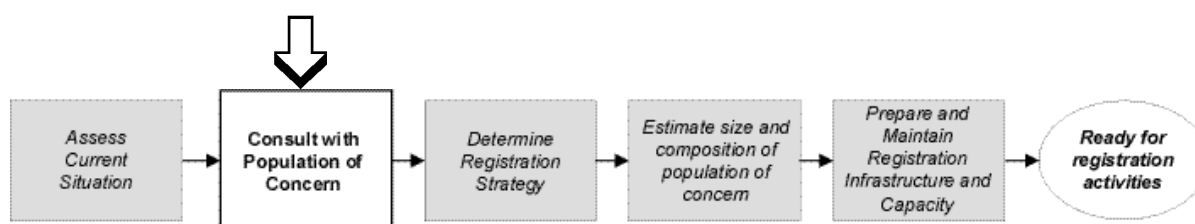
9. Consult with Population of Concern

If protection is to be effective, information acquired through the registration process must be accurate, up-to-date, secure and available to those who need it. Most important, registration must be used to improve the lives of refugees.

With that aim in mind, it is essential that refugee men and women are consulted when planning a registration strategy. They can best explain the needs and expectations of their communities; they know the problems some individuals, particularly women and girls, might face during registration, and how best to overcome the problems. The approach to registration, the methods and tools used and the ultimate success of registration depend on the degree to which the refugee population and the local population co-operate in the process.

> ➢ *Registration activities will be most successful when the refugees themselves are involved in designing, preparing and implementing them.*

Ignoring the needs and worries of refugees is potentially detrimental to their protection and could result in sabotage and disruption, non-participation, or open hostility and violence. In some cases, loss of refugees' trust has led to security problems that have put the staff of UNHCR and its partners at risk. Factions, groups and individuals may, for their own purposes, use rumors, intimidation, defamation and other means to disrupt the planning and implementation of registration, prevent their fellow refugees from registering, or otherwise sabotage the process. Close monitoring and a continuous dialogue with the refugee community can help to minimize the influence of these groups.

> ➢ *UNHCR and governments should always be sensitive to the refugees' cultural and religious backgrounds and to the genuine protection concerns the refugees may have.*

Sabotage

In recent years, sabotage has threatened a number of registration activities. In most of these cases, disruption occurred because the refugees and host communities were poorly informed or misled by incorrect information about the objectives of the registration. In several instances, refugees were openly hostile to registration activities and rioted. Disruptions are more likely to occur during high-

pressure or large-scale registrations than during a continuous registration activities in which refugees report to a registration office/site in small groups or individually.

Registration activities can be disrupted for a variety of reasons:

Perceived injustice or punitive intent: Particularly where there is a history of confrontation between the community of concern and the registering party, populations will tend to reject any move to further reduce overall numbers without at the same time improving the chances of each individual and family to gain full and fair access to registration and to any subsequent benefits, such as distribution of food and non-food items.

rumors: Refugee leaders or elements within the refugee community or host population who have a vested interest in inflated refugee statistics are likely to spread various rumors.

Rejection of registration practice based on religion, customs or superstition: Disaffected groups in search of a pretext may reject the use of certain registration practices, such as invisible ink or wristbands, biometrics, or taking of photographs.

No show: A well-organized refugee community may boycott registration entirely.

Whatever the scenario, analyze the situation carefully. The security and safety of refugees and staff should not be put at risk at any stage of registration.

9.1   Engage persons of concern

Organize meetings with both women and men of the refugee community to discuss issues related to registration and documentation. Women should participate equally in planning registration activities.

Debate the following issues with the community to identify shared interests and a mutually beneficial approach to future registration activities.

Consult with refugees and others about registration: they have a lot of good advice about how to plan and implement registration activities.

✔   How registration processes can be improved or
        changed.
✔   How registration can be used to improve the refugees' situation.
✔   What new documents are necessary and important.
✔   Difficulties boys and girls face in accessing registration and being registered.
✔   Segments of the population that will be harder to register than others.

✔   How to get a full and accurate registration of the population.
✔   Special protection and assistance needs that registration staff should look for.

Consult with women refugees and others of concern. Particular issues to address with women include:

✔   Problems women have concerning registration and related processes, including problems of access.
✔   Gender-specific security concerns.
✔   The names to appear on family entitlement documents.
✔   Specific problems confronting un-registered women and girls.

Engaging with the refugees also means explaining why registration is important for UNHCR and its partners. Explain to the community how the registration system is intended to ensure that each individual and each household will have an accurate and lasting record, a means of identifying themselves, and a full and equitable share of benefits. Explain the rights, obligations and benefits that come with registering and the consequences of failing to register.

Document and share the results of these discussions.

9.2   Work with the local community

Depending on the specific refugee situation, it may also be important to ensure the co-operation and understanding of the local community and its leaders. In areas where local populations benefit, directly or indirectly, from assistance provided to the refugee community, fixing, screening, registration and enumeration may be seen as a threat to their well-being.

Inform and consult closely with the local community. Persuade and perhaps compensate them with food or community-development assistance. Involve local authorities in the planning to ensure that local people don't pose as refugees or disrupt the registration process.

Mobilize local communities for registration activities. Request the use of government premises or community facilities for registration activities and/or engage government staff as registration clerks, screeners or security personnel. Local authorities and local humanitarian personnel will be instrumental in gaining this co-operation.

If there is pressure on the refugees to boycott registration or persistent attempts by local people to sabotage and disrupt the process or to pose as refugees, postpone registration activities until more favorable conditions prevail.

9.3   Variations

This step is essential to all registration processes. Even in the early weeks of an emergency and in the most chaotic of situations, consultations with refugees about registration and related processes are critical to success. Registration staff should identify key refugee leaders who can assist in organizing household or "control sheet" registration activities and who can disseminate information to new arrivals. Sensitization and mobilization campaigns should be conducted on an ongoing basis as the refugees arrive. In all cases, failure to consult with the populations concerned leads to mutual distrust between the registrars and those being registered.
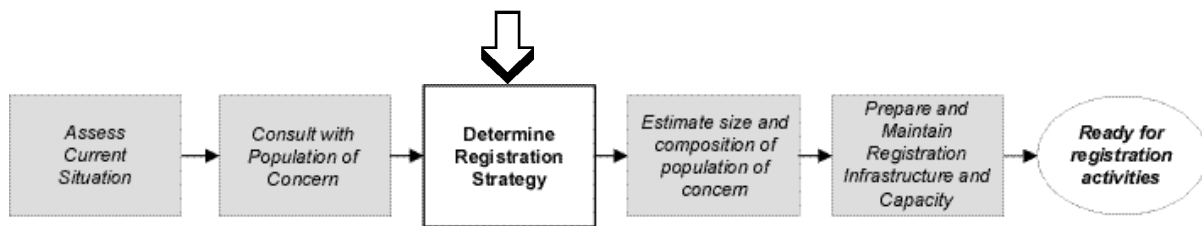
10. Determine Registration Strategy

A registration strategy is normally the revision of an existing plan, adjusted and updated to meet changes in circumstances, solutions opportunities or resource availability. The establishment of a registration strategy is necessary for any registration-related activities.

➢ *Registration is not a stand-alone activity. It must be part of and in harmony with the agreed protection strategy at the country level and, where appropriate, at the regional level.*

Registration and data-management activities must be planned as an integral part of general operations planning. Only when the registration methodology, techniques and deliverables are aligned with the overall strategic objectives of the operation can registration serve protection, solutions and assistance goals. Therefore, it is important that the registration strategy be developed with the participation of all the major stakeholders, including refugees, the government, and other UNHCR offices. NGOs also provide essential resources and advice in planning and managing registration activities.

There are five steps in determining a registration strategy:

1. Determine registration objectives in light of problems, gaps and opportunities identified.
2. Determine the roles of stakeholders.
3. Determine specific operational opportunities and constraints.
4. Choose methodology and tools.
5. Determine resource and infrastructure needs.

The number and involvement of stakeholders will vary from one situation to another; however, the steps remain much the same in all types of operations.

Support in creating and updating registration strategies can be sought from regional registration officers and technical units at Headquarters.

A checklist to use when preparing a registration strategy is provided in Annex 3.

A good registration strategy:

✔   Defines the population to be registered.
✔   Ensures compliance with the minimum standards and respect for other relevant principles.
✔   Aligns the registration plan, including methodology, techniques and deliverables, with the protection objectives of the operation.
✔   Involves all stakeholders and co-ordinates their activities.
✔   Finds the most appropriate tools and mobilizes the necessary resources.
✔   Is solutions-oriented.

Country strategy or population-based strategy:

Normally a registration strategy should be for a 'population'. Different registration systems may be required to register camp-based refugees and to register those refugees living dispersed in urban environments. Refugees from different countries of origin or ethnic backgrounds may require different registration methodologies.

Operational capacities and resource implications should be examined before deciding if one comprehensive registration system can be applied to different groups of refugees or if each population requires its own approach and system for registration.

10.1   Determine registration objectives

Using the assessment of operational goals and objectives relevant to registration activities and the prioritized list of problems developed in Section 8.2 – *Assess operational objectives and environ - ment,* develop objectives for registration and related activities that describe:

●   **Serve operational goals and objectives.**
●   **Enhance the legal and physical protection of the population of concern.**

Registration objectives should be clear statements of the progress to be made towards meeting the standards for registration, documentation and population data management (operational standards, standard data set and generic processes). They must reflect the level of registration to be achieved given the circumstances.

10.1.1 Formulating the objectives

Formulate objectives that, where possible, refer to and explicitly mention **beneficiaries** and **benefits,** particularly protection benefits. Objectives should be formulated as affirmative sentences in the present tense, using Subject + Verb + Object. They should be statements of desired impact or improvements in the situation of the beneficiaries expected to result from the actions of UNHCR or its partners.

Essential guidance on the formulation of objectives, outputs and indicators is contained in the *Practical Guide on the Use of Objectives, Outputs, and Indicators*, also known as the "blue guide"[14]. UNHCR staff and others involved in determining the registration strategy should be familiar with its contents.

Standard objectives, outputs and indicators for registration should be used whenever possible. Some examples are in the *Practical Guide* under the examples for Sector O.

An updated and expanded list of samples is contained in Annex 4.

10.1.2 Documenting the registration strategy

Write down and share the registration strategy with stakeholders, including refugees. Any registration plan must include a clear statement of what the refugees can realistically expect from registration and which problems are not solved by registration or by registration alone.

A sample Registration Strategy is available in Annex 5.

This type of format can be useful for recording decisions and communicating with those involved in planning and carrying out registration. The strategy should be shared with stakeholders, kept on file in the office and referred to when describing the quality of registration data (see Section 18.2 – *Assess quality of registration data*).

Objectives, outputs and indicators related to registration appear in Country Operations Plans as follows:

- The goals and principle objectives related to registration, documentation and population data management activities should appear in the Executive Summary, Part 1.
- The goals, objectives, outputs and indicators should also appear in the full hierarchy of objectives for each population and/or theme in Part II, Section A.
- There is a specific narrative paragraph required on registration in Part II, Section C.
- The UNHCR-provided resources required for registration, documentation and population data management should appear in the appropriate annexes. Operational costs are normally budgeted under Sector-Activity O.22.

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[14] UNHCR IOM/26/2002 – FOM/25/2002; 15 March 2002 – Updated 2002 Version: Project Planning in UNHCR – A Practical Guide on the Use of Objectives, Outputs, and Indicators.

They also appear in Project Descriptions and Sub-agreements as follows:

- The goals, objectives, outputs and indicators should appear in the full hierarchy of objectives, Annex A, Section 5: Description of Objectives and Outputs (by Sector/ and Sector-Activity). They should appear under Sector-Activity O.22 – Refugee Status Determination/ Registration/ Identity Cards.
- UNHCR-provided budget requirements should appear in the Budget, Annex B, normally under Sector Activity O.22.

10.2   Decide on data to be collected and verified

Deciding on the data to collect is one of the key steps in setting the registration strategy. The data set to be collected and/or verified should correspond to the level of registration to be achieved. Use the standard data sets for the different levels of registration, as described in Chapter 5 – *Standard Data Set and Registration Levels* and Annex 8, to decide on the to data collect and/or verify.

Consider additional, non-standard, data elements to collect and verify due to governmental requirements or specific operational goals (see Section 8.2 – *Assess operational objectives and environment)*.

Always capture as much data as possible as early as possible. Earlier data capture is more likely to produce an accurate and representative picture of the population of concern. This is true even if the information captured is not used or processed immediately. Later on, persons of concern may be influenced by assistance or solutions concerns, such as non-food items and resettlement.

Decide what new data elements are needed at this time and what data elements should be checked and verified. It may not be possible to verify all elements of a data record at a given time and it may be necessary to set priorities as to which elements should be verified.

Collection of certain elements of the standard data set may constitute a protection risk in certain contexts. For example, in some voluntary repatriation operations, religious information recorded on registration forms that are used as temporary identity documents can pose protection risks. Managers may decide not to collect or not to display a particular piece of information.

Decide on the best way to collect and verify the desired information. Some types of data are better collected or verified through surveys rather than individual registration (see Section 11.2 – *Use of surveys)*. Some data-collection activities, such as initial medical screening or longer-term health monitoring, can be linked to registration activities.

Decide on what information should be collected in consultation with other stakeholders, including the government(s) and partners involved, to ensure that the registration data will be complete and will meet the priority needs of the stakeholders.

Determine what use will be made of the data. In general, always try to collect the full data set and make full use of the information. Many data element require some degree of standardization before actual registration activities begin. See Section 12.3 – *Standardize locations, names and other categories.*

The process of deciding what population data is needed is distinct from and precedes the decisions about the forms to be used. However, it is helpful to look at model forms when considering what data should be collected. Section 10.5.2 – *Selecting registration forms,* describes how to select and modify the standard forms once the roles of the different stakeholders have been determined and the registration methodology is set.

10.3 Determine stakeholders and their roles

One of the principle objectives of the planning process is to determine the operational roles, functions, responsibilities and accountability of the different stakeholders in a registration procedure. This facilitates co-ordination and effective management by determining, area by area, how the different registration-related activities are to be handled.

➢ *In participatory planning critical stakeholders participate in the formulation of the registration plans and agree to them.*

Identifying the relevant stakeholders in registration operations is key. Regardless of the type of operation, some sub-set of the following parties will be the stakeholders to bring into the planning process:

Persons of concern: individual refugees (men, women, boys, girls, elderly, disabled) and groups within the community (clans, ethnic or religious groups, refugees from a particular country, refugees with special protection needs, leaders, community representatives and those with registration skills).

Governments: countries of first asylum (distinguish between local/provincial authorities and central governments), countries of subsequent asylum (neighboring or other), countries of origin, donor countries, resettlement countries, multi-lateral organizations.

UNHCR: Headquarters, regional and field offices, "functional" stakeholders, such as refugee status determination resettlement, and other protection staff, assistance and camp-management staff, durable solutions officers, field security advisors, and programme officers.

Primary registration partners: WFP, ICRC, UNICEF and implementing partners.

Other partners: Other international agencies and organizations, such as IOM, WHO, UNFPA and ILO; NGOs, and other voluntary organizations, such as National Red Cross and Red Crescent Societies.

Others: local population, third-country nationals, private donors.

10.3.1 Role of UNHCR

➢ *UNHCR must ensure that registration activities adhere to minimum standards and that refugees and other persons of concern are better protected through the registration process.*

UNHCR's role in registration and population data management varies from simple oversight and monitoring to full design, implementation and maintenance of a registration system. In a few cases, UNHCR will, itself, have to register and provide documentation for refugees and other persons of concern. The table below lists some of the more common roles for UNHCR.

Table 5: Activities of UNHCR in Registration

Activities for UNHCR
- Dissemination of standards for registration and documentation   - Fact-finding and monitoring visits to national registration institutions   - Monitoring and intervention in individual cases   - Training of government officials in registration standards and techniques   - Technical assistance for improvement of registration   - Financial and technical assistance for actual registration   - Implementation of registration and documentation activities

10.3.2 Role of the government

Registration is the responsibility of States and is implemented as part of national asylum systems and refugee-protection frameworks.

Nevertheless, in some countries although both the political will and legal basis to register refugees exist, the government may not have the operational capacity and resources to create, implement and maintain a functioning registration system. Other countries may be fully capable of assuming their responsibilities for part or all of the refugee population, but refuse to do so. For these reasons and others, UNHCR may have a more active role in registration activities.

Joint UNHCR-government participation registration activities is the preferred option.

However, building government capacity for registration should be part of every registration strategy. This involves gaining the government's understanding and approval and offering technical expertise and financial support. Providing technical and financial assistance, alone, does not constitute capacity-building.

➢ *Take into consideration the government's objectives and concerns relating to refugees and any constraints on the governments when designing capacity-building activities. Do not assume responsibility for registration without planning for greater government involvement in the future.*

Build governments' capacities to conduct registration by:

✔ Sharing knowledge, tools, techniques and project-management skills.
✔ Organizing and facilitating study tours for government officials and parliamentarians to countries with functioning refugee protection and registration systems and procedures, including issuing identity documentation.
✔ Providing technical training and education.
✔ Providing financial support in key areas of registration and documentation.
✔ Conducting joint registration activities.

10.3.3 Role for refugees and persons of concern

Some aspect of the important role played by refugees in registration are described in Chapter 9 – *Consult Population of Concern,* and in Chapter 13 – *Inform and Contact Population about Registration.* Refugees and others of concern should be involved in registration as much as possible, including planning, implementing and evaluating registration activities. Ensure that women and men participate equally in the registration process.

Identify refugees and others of concern with prior registration experience who can assist in organizing the population and identifying particular groups or individuals that will have difficulties in registering. Use refugees to explain to their communities the aims of and procedures for registering.

Women refugees and persons of concern have a specific role in registration activities. Women must

participate as equals in the decision-making bodies and processes. They have a say in analyzing security risks, including potential risks to girls and women in terms of abuse and violence. They must contribute to the selection and validation of the registration methodology, and ensure that it has the appropriate gender-sensitive components. Women refugees and others of concern should participate fully in informing the community about registration objectives and activities; they are particularly effective in reaching those less likely to come forward for registration and identifying those with special registration concerns. Women should also monitor access to registration sites and assist in verifying identities whenever refugees are involved in doing so.

10.3.4 Role of operational partners

UNHCR and governments cannot register large numbers of people by themselves; they must act in partnership with other stakeholders. Fostering understanding about the need for registration among all stakeholders – the host government, refugees, and national and international organizations – will not only improve protection for the refugees, it will also ensure efficient use of resources and help to avoid duplication of efforts.

Draw on the resources and expertise of other partners, particularly ICRC, WFP, UNICEF and NGOs. In most situations, these agencies will be directly involved with registration activities. Data-collection standards, procedures and sharing mechanisms need to be negotiated with them.

Once the operational partners have been identified and contacted, they should be encouraged to participate in all levels of the registration planning and implementation.

✔   Hold joint design and planning meetings with partners.
✔   Consult with partners, bilaterally and multilaterally, on the feasibility of registration methodologies.
✔   Review the specific information requirements to be met by the registration methodology.
✔   Determine appropriate ways of sharing data among the actors involved.

Partners' involvement in the registration does not end after the design and planning phases are over. Implementation requires continued close co-operation and co-ordination with all partners. Co-ordination meetings should be held at regular intervals and partners should be kept informed about the progress made and the results achieved.

10.3.5 Role of WFP

The revised Memorandum of Understanding (MOU) between UNHCR and the World Food Programme (WFP)[15] specifies that registration activities should serve to identify beneficiaries for

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[15]   A revised Memorandum of Understanding between UNHCR and WFPsigned by the heads of the two agencies in June 2002.

food and related non-food items (see Articles 3.3, 3.4, and 3.5). Article 3.5 of the revised MOU states that

UNHCR will fully involve WFP in the planning and execution of refugees'
enumerations, registration and verification exercises for actual or
potential beneficiaries of food and related non-food items.

Considering that there are nearly 4 million refugees and returnees who are assisted by WFP, and that in many cases registration and identification of food-aid beneficiaries are essentially the same activity, close collaboration with WFP in planning and implementing registration activities is essential. Discuss the objectives, strategy, data to be collected, possible cost-sharing measures and expected results with WFP.

Despite this close relationship, linkages between registration and assistance/entitlements can be problematic. Whenever possible, registration activities should be separate from beneficiary identification. Modalities for this should be worked out with WFP.

Food distribution should be based on valid registration records.

10.4   Determine opportunities and constraints

A sound registration strategy takes into consideration all the factors that have or will have an impact on registration activities.

The following table lists some of the most important considerations.

Table 6: Factors Influencing Registration Strategy

FACTORS	POSSIBLE CONSEQUENCES AND/OR RESPONSES
	Environmental Constraints/Opportunities
Weather and Climate	Weather and climatic conditions may influence ability of persons and staff to access registration locations.
Timing	Be sensitive to public and religious holidays of country of asylum, country of origin and staff. Avoid large registration actions in times of heightened alert (national or local elections, security curfew), peak trading season, harvest or other important milestones of agricultural cycles.
Security	Security problems may influence the ability of refugees to access registration. Registration activities should not put people, either refugees or staff, at risk, and should be non-threatening. Capacity of local police and security forces may not be adequate. Refugees may not wish to leave their houses all at once for fear of burglary or theft. (this is one reason why families are split in registration; consider house to house registration as an alternative).
	Capacity of Persons of Concern (skills/literacy, history of displacement)
Temporary absence of refugees from the camps for reasons of work, school, etc.	Make provisions for the registration of latecomers, absentees and missing family members. However, be alert to the possibility of people registering more than once.
Reluctance of refugees to come forward for registration	Refugees need to be consulted as early in the preparation phase as possible. Analyze and understand the reasons for refugee reluctance.
Low educational level (literacy) of refugee population	Registration questions should not be too complicated for refugees and should be tested prior to use. Select and train refugee helpers to assist registration desks.
	Abuse and Manipulation
Widespread abuse and fraud (recycling, multiple registration, "borrowing" children)	This is a significant problem in some environments. A more continuous registration system, supported by regular and varied verification, can help. Fixing methods such as ink, wristbands, photographs, fingerprints or biometrics, can help reduce multiple registrations. Use the techniques in Section 20.1 – *Choose verification techniques*.
Mixing with local population and "borrowing" children from local community to inflate family size	Offices should always work with local authorities to explain why it is important to preserve the integrity of refugee registration, and should solicit their advice and assistance in preventing fraud.

	Capacity of UNHCR and partners (resources, technology, skills)
Insufficient resources	Registration is a core activity and therefore should remain a priority even when budgetary restrictions are imposed. If the funds necessary are not available, it may be possible to reduce requirements by adjusting the strategy.
Insufficient or inadequate staff	Searching for and recruiting staff for registration activities takes time. Establish partnerships with governments, universities, national civil registries and local authorities. If possible, provide incentives.
Insufficient training	Conduct training-of-trainers workshops helps to ensure availability of qualified trainers. Delay activities until staff are ready.
Insufficient materials	Plan for a reasonable reserve. Order in advance. Ask for release of materials from stockpiles or neighbouring offices.
	Co-operation (refugees, local population, national authorities, partners)
Government not ready to embark on registration	Government reluctance to conduct registration may stem from serious political concerns. Analyze the reasons for reluctance and try to address them at appropriate political or technical levels. Remind the government of its responsibilities. Foster understanding that registration not only protects refugees, but also enables the government to know whom it is protecting and to have better control over a potentially sensitive situation.
Disagreement about registration methodology with partners or stakeholders (WFP, resettlement countries, donors, others)	Partners may withdraw support for the planned registration activities or may refuse to accept the results of the registration. Involve the partners and even embassies in designing, planning, and implementing registration activities. Inform stakeholders of the obstacles to meeting standards.
Internal stakeholders (UNHCR) disagree on the necessity for registration and/or methodology	Resources may be scarce and other priorities may prevail over registration efforts. Half-hearted support by managers or insufficient prioritization of registration over other activities may result in failure.
Corruption or sabotage by registration personnel	Occasionally UNHCR staff or government registration personnel are victims of pressures imposed by the local population or refugees. Monitoring, particularly through spot checks, helps to identify corruption early. Staff suspected of inappropriate behaviour should be dismissed quickly, and a programme of incentives should be set up to reduce the motivation for corruption.

10.5 Choose methodology and tools (including registration forms)

Once the registration objectives and the respective roles of the stakeholders are set it is time to select the most appropriate methodology and tools, and to determine the resources needed to implement the registration strategy. The three components of the overall strategy developed at this point are:

- **Methodology:** The exact configuration of the standard process to used, the timing of activities, and the division of responsibilities.
- **Tools:** Registration form, data-capture and – management tools, software, and fixing systems.
- **Resources:** Staffing, training, financial requirements, physical and logistical support needs.

10.5.1 Methodology

Registration methodologies are always based on the generic process. They describe how the standard steps will be carried out in a given context. As with the strategy, it is important to get the agreement of key stakeholders on the methodology; this is best achieved if they participate in its formulation.

The methodology is a detailed plan of how the registration objectives will be accomplished. It also defines the level of continuous registration that the office wants to achieve. Activities should be described as either one-time events or part of a regular routine that will be periodically reviewed. The methodology also includes the time frame for verifying and updating data and the intended period of validity for any documentation issued.

The registration methodology contains:

- Division of labor and responsibilities amongst stakeholders (who does what)
- Provisions taken to be sure women and children are treated fairly
- Procedures to determine eligibility for registration and priority (*see Chapter 14*)
- Procedures to fix people to ensure they are registered only once (*see Section 14.2*)
- Procedures to collect and verify data about the men, women, girls and boys of concern (*see Chapters 5, 15, 17, and 18*)
- Procedures for registering unaccompanied and separated children and others with special needs (*see Sections 1.6 and 17.3 on unaccompanied and separated children*)
- The frequency of updating and verifying the data collected
- The verification techniques to be used to check information about households, families and individuals (*see Chapter 20*)
- Documents, such as ID cards and/or entitlement cards, to be issued (*see Chapter 19*)
- Procedures for combating fraud and ensuring the integrity of registration results (*see Chapters 7 and 20*)

- Procedures for recalling, entering and processing data (*see Chapters 23 and 24*)
- Processes for sharing information with partners

A registration methodology always has sustainable components that, at a minimum, describe procedures for updating the following information:

- ✔ Births and new arrivals
- ✔ Deaths and announced departures
- ✔ Absences
- ✔ Deregistration of households and individuals

10.5.2 Selecting registration forms

Based on the information needs identified in Section 10.2 – *Decide on data to be collected and verified* – **the registration form should be chosen from one of the standards shown in Annex 6**. Protection staff should take the lead in choosing the proper registration form and designing the interview.

The standard forms to be used in registration are:

- ✔ **Control sheet:** *[See Annex 6(a)]* This is the registration form normally used when conducting Level 1 registration. It is used in other levels of registration as a 'control sheet' and for some basic data-collection purposes. The form is generally used as a record of the interview schedule, a control on family or ration cards issued, a temporary list for distribution purposes, a passenger manifest for organized movements, and initial temporary registration for new arrivals.

- ✔ **Registration Form (Level 2):** [*See Annex 6(b)*]. This form captures individual information for the members of a household or family on a single A4 sheet. Level 2 registration data is gathered for almost all family or household members, although some data elements, such as country of birth, are collected only for the household representatives.

- ✔ **Registration Form (Level 3):** [*See Annex 6(c)*] This is the form to be used in level 3 registration. It gathers the full data set at the individual level. It must be complemented by the family/household form which is used to collect information about the family (or household) including the relationships between the members.

- ✔ **Registration Form for Unaccompanied and Separated Children:** [*See Annex 6(d)*] This inter-agency common form is to be used for the supplementary registration of *all unaccompanied and separated children in all circumstances.* Unaccompanied and separated children should also be registered according to the standard registration methodology in use. Different forms should be linked by the individual's unique

numerical identifier as well as any household, family, or case identifiers that are relevant to them.

✔ **Application for Mandate Status Forms**: [*See Annex 6(e)*] This form has been designed by DIP as part of *the Procedural Standards for RSD under UNHCR's Mandate*, and it should be used for registering asylum-seekers applying for individual status determination. The form is not purely a registration form because it captures additional information related to the nature of the individual's claim and constitutes an official application for refugee status. See the *Procedural Standards* for details on use of the form.

The design of registration forms is important to the quality and effectiveness of the registration activities. Use the standard form that corresponds to the targeted level of registration as a starting point and modify it as little as possible. The standard forms reflect lessons learned in registration operations and ensure the standards for registration, documentation, and population data management are achieved.

Acceptable variations to standard forms are:

✔ **Language:** The language used on the form will depend on what the government(s) involved may require, on the language proficiency of the registration clerks and data-entry personnel, and on the availability of interpreters.

✔ **Number of Copies:** Determine how many copies of the form are needed and who will get each copy. Multiple copies of the voluntary repatriation forms are usually needed, while one version of the RSD registration form is usually sufficient.

✔ **Code lists:** Supply code lists to explain the coded fields, either on the form, itself, or as an annex. Create a concise code book using a colour-coded sheet with plastic lamination for quick reference. If local code lists are used in addition to the standard UNHCR codes, they should be clearly explained.

✔ **Instructions:** Provide clear and comprehensive instructions on how to fill in the form, anticipating questions, problems and variations.

✔ **Data Elements:** Some additional data elements may be needed to meet operational objectives or as required by the host government or other partners. Alternatively, not all of the standard data elements may be desired in a particular context (see Section 10.2 – *Decide on data to be collected and verified)*.

When adapting registration and other data-collection forms:

✔ Be sure the spaces are large enough to accommodate the data comfortably, so the registration clerk does not have to struggle to make the information fit onto the form.

✔ Provide sufficient space for punching holes, otherwise valuable information might be lost when punching holes for filing.

✔ Eliminate or reduce vertical lines if the form will have to be faxed. Vertical lines can substantially reduce the fax transmission speed and consume great quantities of photocopy and printer toner.

✔ The layout of the form should reflect the sequence of the interview so the data-collection elements are in a logical sequence and registration clerks can navigate easily and quickly through the form. Proper form layout can save time and contribute to accuracy in data processing and in data collection.

✔ Label the form with a name, version number and release date (for example, Form XYZ, version 2, 01/04/04) to avoid confusion.

More information on the use of registration forms in contained in Section 17.1 – *Use standard registration forms.*

10.5.3 Other tools

Details on other tools are found in other sections of the Handbook. Fixing methods are described in Section 14.1 – *Fix persons of concern.* Information on how to take photographs and the tools required are provide in Chapter 16 – *Photograph Persons of Concern.* Some information on data – capture and – management as well as tools required are given in Chapters 22-24.

Seek technical advice from people with registration expertise in neighboring countries or at Headquarters. See Section 7.4 – *Advice and support* for information on whom to contact.

10.6   Determine resource and infrastructure needs

After designing the methodology, determine the resources and infrastructure needed to register the target group.

10.6.1 Resource plan

Each step in the methodology requires specific resources. Write down each step in a table and list the necessary staff, tools, materials and infrastructure required to complete each step. A precise resource plan will help mobilize the resources on time, distribute tasks, and follow up on the progress of preparations. It will also serve as a checklist to ensure that the registration office is ready to receive refugees for processing.

In addition to the resources needed for each of the step in the methodology, there are generic support elements needed, depending on the specific location and circumstances.

Examples and some resource benchmarks are listed in the table that follows.

Table 7: Resources needed for each step of registration process

STEP	RESOURCE NEEDED
Prepare and Maintain Registration Infrastructure and Capacity: *Training*	• 1 Trainer per registration location • Training facility and equipment (20 persons/training) • Training modules and materials
Prepare and Maintain Registration Infrastructure and Capacity: *Logistics*	• Transportation of staff to and from registration venue • Transportation of refugees, including persons with special needs • Transportation of equipment, furniture, supplies and materials
Prepare and Maintain Registration Infrastructure and Capacity: *Telecoms*	• Radios, and handsets (1 radio/vehicle, 1 handset/registration team or 3 persons, 1 radio/registration sites, 1 handset/security staff) • 1 dedicated E-mail account, 1 dedicated telephone and fax, and other communications
Prepare and Maintain Registration Infrastructure and Capacity: *Security*	• Protection of registration venue (fencing, guards, video cameras) • Protection and security training of all staff • Training of security personnel • Additional crowd-control measures
Prepare and Maintain Registration Infrastructure and Capacity: *Registration Sites*	• Staff needed for: Construction, cleaning, repairing • Water and food for refugees and staff • Generators and fuel • Materials and equipment to construct and furnish sites
Contact and Inform Population	• Public-address system (megaphones, interpreters, standard messages) • Bulletins, posters, radio announcements
Reception and Fixing: *Fixing*	• Fixing materials and equipment (wrist bands, ink, finger-printing machines, printed registration lists as per methodology)

	• Staff needed: perform fixing (wrist-banding, taking biometrics, checking photographs, operating technical equipment, checking ink, etc.) • Woman persons of concern and staff to monitor access
Reception and Fixing: *Screening*	• Staff needed: interviewers, protection officers, supervisors (equal men and women staff) • 1 protection officer always on duty to respond to protection related issues • Guidelines for screening • Procedures for handling priority and rejected individuals
Reception and Fixing: *Special cases/Special needs*	• Staff needed: Community services and health staff to received referrals. 1 person on duty at all times when registration is taking place • Training: reception staff and registration clerks in identifying and handling procedures for special cases
Initiate Data Collection	• Staff needed: registration clerks, EDP staff, supervisors, data entry staff • Lists and other sources of data • Equipment and materials: registration forms, data processing equipment, printers, scanners
Photograph persons of concern	• Staff needed: 1 photo clerk, 2 assistants per photo station • Equipment and materials: 1 camera, 2 lights, 1 white backdrop, 1 table, 2 chairs per photo station. 1 extra camera and 2 lights per 4 photo stations
Interview persons of concern	• Staff needed: interviewers, clerks to fill out forms and verify data • Interpreters: volunteers, government helpers or refugees • Guidelines for completion of forms • Code tables for interviewers and other registration staff (standard codes, operational specific codes, and location codes)
Issue documents	• Staff needed: document or card preparation, controller (person authorized to sign) • Documentation materials: blank cards, control sheets, other supplies • Equipment: embossing and laminating machines, stamps/ink

10.6.2 Determine budgets

The budget for registration must be based on the standard methodology and the detailed resource plan. Registration activities are budgeted and financed within the normal UNHCR annual programming cycle. Any amounts to be covered by UNHCR must normally be part of the COP, submitted annually to the Operations Review Board for review and approval. Costs not budgeted for at this stage have to be covered through reallocation of budgets at the country or regional level. Guidance on budgeting can be obtained from the programme unit or programme staff, resource managers or desk officers.

Costs should be presented comprehensively, with indications as to the source of funding for each component. Recording the total cost of the operation is essential; listing only those items that are to be procured through Headquarters does not make a complete budget. The total cost of the operation comprises all costs to establish and run the facilities and services necessary for registration. This is particularly important when registration activities are continuous.

All activities and resources that require funding should be listed with the respective costs and the source of funding. Compile a list of those things that need to be procured. Some materials may exist and can be made available, without incurring extra expenditure, from the operation itself or from other operations. Governments and other partners are often able to contribute substantially to registration activities. In many cases, projects or sub-projects already exist through which government counterparts or other partners can be used to provide staff, materials, and other requirements.

Elements of a registration budget include:
- ✔ Staff, including travel, daily subsistence allowance and incentives
- ✔ Training costs
- ✔ Security of personnel and installations
- ✔ Infrastructure, construction, rent of premises, furniture
- ✔ Logistics and telecommunications
- ✔ Information technology equipment, peripherals
- ✔ Registration forms, cards, and other materials
- ✔ Public-information campaigns
- ✔ Running costs (electricity, communication, consumables, services)

See Annex 5 for a sample registration budget.

Expenditures for registration activities should be closely monitored. Changing assumptions and adjustments in the methodology will normally result in budget changes. Bring any adjustments promptly to the attention of the appropriate managers and programme staff so unspent balances can be returned or additional funds can be requested well in advance.

10.7 Variations

Registration planning and strategies are required in all situations, and there will be very little variation in the basics of the above processes. Some nuances related to working in different environments are discussed in Chapter 5 – *Standard Data Set and Registration Levels.*
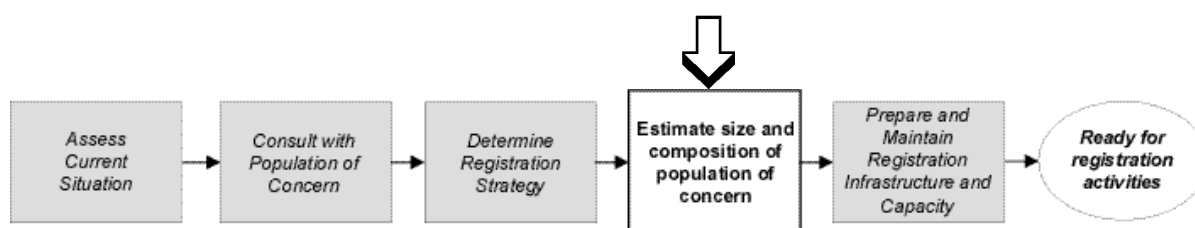
11. Estimate Size and Composition of Population of Concern

Some of the work involved in estimating the size and composition of the population of concern may be spread across or absorbed into other steps. Since the number and location of the population being registered will have an impact on the registration infrastructure and resources required, these estimates could be done during the assessment step or when determining the registration strategy.

The objective of this step is to get a good working estimate of the size and composition of the population prior to registration. Estimates can often be made from existing or partial registration data. Limited information can be supplemented by surveys and extrapolated for the entire population. For example, age and sex breakdowns for a small segment of the population can be extrapolated to estimate these statistics for the whole population. Similarly, current trends in registration activities can be used to predict future levels.

To the greatest extent possible estimates should be broken down by block or zone within a camp. This will allow for more precise planning and targeting of registration interventions and will provide a more accurate basis for evaluating the results of registration or surveys (see Section 18.3 – *Accept or qualify registration data).*

In situations without pre-existing registration information, it is important to work with host governments, the persons of concern themselves, and other entities, such as ICRC, UN agencies and NGOs, when estimating the size and composition of the population of concern.

➢   *When registration is not possible, estimated population figures will be the only information available for planning the delivery of protection and assistance.*

11.1   Estimate population demographics

11.1.1 Lists compiled by others

Border guards' lists
Border authorities are often accountable to their central authorities for daily border-crossing statistics. Efforts should be made to obtain at least the statistical data from these lists. It is important to remember that border guards may not focus on refugees alone. They may not record the difference between a person seeking asylum and other migrants, such as returning citizens and third-country nationals.

Refugee lists

Very often, refugees themselves undertake rudimentary registration shortly after they arrive in an asylum country. This should be encouraged and supported through simple coaching and by providing basic supplies, such as paper and pens. Civil servants, clerks, teachers or refugees with similar professional backgrounds should be mobilized to compile simple lists of all refugees. Although these lists will not include all the necessary information, they can be a good basis for estimation and for subsequent registration and verification. Spot checks, for example during food distributions, can give an indication about the quality and integrity of the data provided. Ask refugees to compile separate lists of the most vulnerable refugees and any unaccompanied and separated children.

Administrative lists

Existing administrative structures in the country of asylum may be able to conduct simple registration, compile lists of refugees living in their villages and communities, or simply count the refugees. Sometimes refugee populations preserve their own administrative structures, and village chiefs or elders can be asked to count the refugees or conduct simple registration activities.

11.1.2 Credible estimation techniques

When registration is not possible but numbers and basic data must be obtained, alternatives and incomplete registration may be used.

UNHCR and its partners have acquired substantial experience in various alternative techniques and methodologies which can help field offices estimate the size of the refugee population, gather baseline data and provisional refugee lists.

Counting

The simplest way of arriving at credible, and sometimes fairly accurate, population estimates is to establish a counting system. Depending on the magnitude of the population influx, monitors can be deployed near entry points with hand-held mechanical counters. Border authorities, military forces stationed in the area of population movements, partner agencies, including WFP, NGOs, and the refugees themselves can be involved. Individual counts by the monitors should be recorded in simple spreadsheets, consolidated and reported on a daily, weekly and monthly basis. Counting should be consistent and regular including, if necessary, 24-hour coverage. Snapshot counting and extrapolation can be used if continuous counting is not possible.

Hand-held counters can help when large numbers are on the move.

Correlation with heath data, food-distribution lists and water-consumption levels

Data about other aspects of living conditions may help determine the size of the population. Health data may indicate family size or inoculation coverage. Food-distribution lists often record the

number of persons per family or household. Water consumption may be known for a small sample population, which can be extrapolated to a larger group. Rather then relying on any one source, estimates based on two or three such sources may be used to reinforce each other. The use of different sources of data to cross check a result is sometimes referred to as **"triangulation".** More detailed information on this can be requested from DOS (PGDS and Project Profile).

Extrapolation from Shelter Counts

Population estimates can also be obtained by calculating the total area of the camp, then counting shelters in one or more sub-divisions of the camp, from which the population of the whole camp can be extrapolated. See the *UNHCR Emergency Handbook* (2nd edition), Chapter 11, for details.

The basic process is as follows:

1. Determine average number of people per shelter.
2. Determine the total surface area of the site.
3. Count the numbers of family shelters in at *least three* sample areas, each representing about one thirtieth of the total camp area, to obtain an average number of shelters within one thirtieth of camp area.
4. Multiply this average number of shelters/area by 30 for the total number of shelters in camp.
5. Multiply total number of shelters by the average number of persons per shelter established earlier to calculate the *estimated* total population.
6. Discuss test and how to improve the methodology and results with key operational partners and stakeholders.

11.1.3 Aerial Photography

Aerial photographs (or sometimes video tapes) of a camp can be used to count the number of family shelters. This can be accomplished to a limited extent by taking a picture from a nearby hill, tower or tall building. In addition to professional aerial photography, amateur photographs taken, for example, from a UNHCR plane can be used for estimation. Permission from the authorities may be required before flying over the site.

It is important to define an appropriate scale for the photography. This will depend, in part, on the size of the camps. High altitude flights produce fewer photographs to handle and interpret, but it will be more difficult to distinguish the shelters. UNHCR has begun to use high-resolution satellite images to facilitate the mapping of refugee settlements to support registration activities.

The results of aerial surveys or satellite images can be integrated with the Geographic Information System (GIS) from which maps can then be produced. The basic process is as follows:

● Aerial photographs or satellite images must be accompanied by a ground survey to establish the average family size per shelter and the percentage of empty shelters.

● The number of shelters appearing on the image or mosaic of photographs multiplied by the average family size per shelter will give an estimate of the overall population.

Please contact PGDS/GIMU/DOS for further information on the use of this technology.

11.2 Use of surveys to supplement registration

Registration makes it possible to gather and maintain a range of information on the distinguishing characteristics of the population of concern at an individual level. However, even where current registration data exists, some variable information on the prevailing conditions, including the condition of the population, is best obtained through surveys.

Surveys commonly used in refugee settings include three main types: *sample surveys, inventory surveys and in-depth studies.*

11.2.1 Sample surveys

Sample surveys are suitable for gathering information on nutrition and food security, health status including mortality, morbidity and vaccination coverage. Durable solutions intentions of the population can be assessed either through sample surveys or through registration directly, depending on the time available. Sample surveys can also be used to establish household size and characteristics for use in estimating population size and population trends.

Information from sample surveys is one of the best means of estimating population size where registration has not yet taken place. The results will not only assist in planning registration but will provide working estimates of population size and profiles and a reasonable basis for initial protection and distribution of assistance.

In refugee situations, sample surveys are typically conducted at the household level, noting, when available, the physical address of the household. Depending on the type of survey, information on the country of origin and the sex and age grouping of the respondents and/or the name of the individuals concerned should also be gathered to facilitate subsequent analysis. Where registration has taken place, this information can be drawn from the registration records for the households concerned. In these circumstances, sample surveys can be used as a monitoring and verification technique to determine if registration data is still accurate, and in which parts of the camp or settlement there may be a more urgent need to update it.

Sample surveys aim to report findings that can be considered valid for a specified population segment living in a specified geographic area. Each sample survey should limit its scope to an area where a given set of circumstances applies with reasonable consistency, and where the prevalence of the phenomena being examined is expected to be the same. Wherever the prevalence is expected to be significantly different, a separate survey should be conducted.

Combining registration data with geographical data and survey data in GIS is a particularly effective tool for protection and assistance planning and monitoring. Contact PGDS/GIMU for more information about using GIS.

The names and boundaries by which the overall geographical area of concern is sub-divided, and the related sub-divisions of the overall population of concern, should be standardized and adhered to for all information gathering, so that data can be organized according to consistent units of analysis.

Within the area and population covered by the survey, a sample is chosen that is large enough to be representative. The sample normally consists of clusters of households. Clusters are normally designed to have the same surface area and are selected at random (for example on a site layout map) in order to minimize bias. Within the cluster, households are approached for interviews on a random basis.

The principle of a sample survey is that the findings for a representative sample of households or individuals are extrapolated to produce results that, within the margin of error expressed as the 'confidence interval' of the result, are then held to be valid for the overall population of the area covered by the survey.

Any errors inherent in the methodology used for a sample survey can significantly distort the final result. In particular, while the data for the sample itself (the 'numerator') may be reasonably accurate, the overall population figure for the area covered (the 'denominator') may be unreliable. This is situation is rectified where up-to-date registration data already exists. Registration data on household and individuals provides a very accurate 'denominator' on the basis of which sample and other types of surveys can be conducted with great accuracy. Expert guidance should be sought in the design of sample surveys.

To ensure comparability of results, adopt standardized methodology and reporting formats for sample surveys. In the case of nutrition and mortality surveys, consistency should be ensured with the guidance provided by recognized standard-setting bodies for survey methodologies. These include the Refugee Nutrition Information System of the UN Standing Committee on Nutrition (www.unsystem.org/scn/Publications/html/rnis.html) and the resources and tools collected by the SMART initiative (www.smartindicators.org).

11.2.2 Inventory surveys

Inventory surveys involve a comprehensive and systematic check in which all examples of a particular asset or facility are visited, measurements are taken, user-interviews conducted and observations made. A survey of water availability in a camp or settlement can be undertaken by taking a systematic inventory of type, quantity, quality, accessibility, etc., of all water sources available for use in the area. The same can be done to assess the condition of shelter, sanitation facilities, or the availability of domestic items at the household level. In a registration context, the same approach can be used as a verification technique to check the physical presence of persons registered as part of each household (See Section 20.1.1 – *Check physical presence)*.

11.2.3 In-depth studies

In-depth studies are needed where satisfactory answers can only be found by means of an analytical enquiry applying a specifically tailored combination of methods and techniques and weighing the value of varied sources of information. This is the approach needed in order to assess the environmental impact or socio-economic impact of a refugee situation for example, the livelihoods and level of self-reliance of the population, or the durable solutions intentions and prospects of the population. Where registration data exists, it should be consulted and considered as the point of departure for such studies.
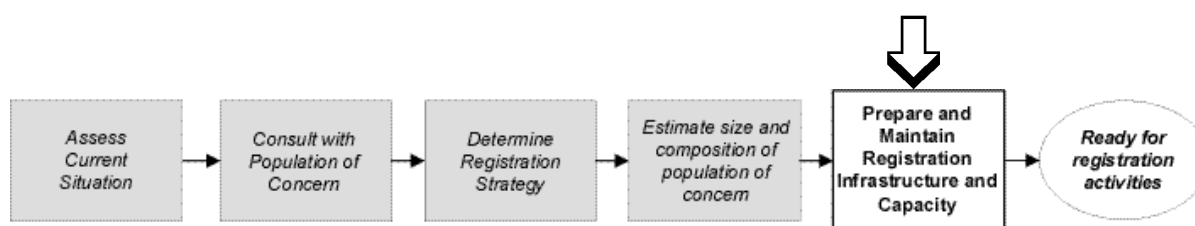
12. Prepare and Maintain Registration Infrastructure and Capacity

This is the final step before registration activities can begin. Depending on the registration strategy, this step may focus on the maintenance or upgrading of existing facilities and infrastructure for registration, or may require the establishment of entirely new capacities and facilities.

The eight sub-steps involved are 1) preparing the operational framework; 2) establishing standard operating procedures; 3) standardizing locations, names, and other categories; 4) procuring materials and equipment; 5) hiring and training partners and staff; 6) setting up registration locations; 7) establishing evacuation and security plans; and 8) testing the methodology.

12.1 Prepare operational framework

In certain situations, it may be desirable to conclude a formal agreement with the authorities regarding the registration strategy or specific registration activities. This agreement may be drawn up when the government wishes to issue identity documents to those registered, when UNHCR supports the government's efforts, and/or when other partners will assist. The agreement should be revised with the government regularly. Elements of an agreement on refugee registration include:

✔ scope of registration activities (which refugees, what time frame, geographical areas);
✔ objectives (protection, issuance of identity documents, assistance, durable solutions);
✔ reference to national legislation and *Accord de Siège* (if applicable);
✔ governing principles (use, maintenance, access and sharing of data, confidentiality and data protection);
✔ roles and responsibilities of each party;
✔ methodology (summary of registration operating procedures and steps);
✔ forms and card design (samples);
✔ data-processing plans and equipment.

A 'protocol', or agreement, between the relevant State and UNHCR can clarify the distinct roles the two parties should play in the registration process.

A sample protocol is included in the Handbook as Annex 9.

However, formal agreements may be counter-productive in some situations; for example where the continued presence and protection of refugees and asylum-seekers is not supported by explicit government approval.

12.2   Establish standard operating procedures

Each office must have standard, written operating procedures for registration and documentation processes. These will also include the procedures for registering new arrivals, births, deaths, and departures, as well as any other changes in the population, such as relocations, marriages, divorces, special needs or changes in address or location.

Sample standard operating procedures are provided in Annex 10.

The procedures should be accepted by the different functional units and partners working on registration, particularly by the protection staff. Standard operating procedures should also designate the staff accountable for every aspect of registration activities. These procedures should be periodically reviewed and reconfirmed.

Prepare standard operating procedures for the range of registration activities in the office:

✔ **Reception** (fixing, identifying and referring those with special needs, verifying identity of persons of concern, scheduling registration interviews, managing flows of persons through the premises, and security procedures).

✔ **Registration** (retrieving and reviewing existing data, filling in forms, interviewing techniques, checking completed forms, taking pictures, working with interpreters, managing flow of persons through interviews, and security procedures during interviews).

✔ **Issuing Documents** (who should get which document, procedures for issuing and checking, control of document numbers and stock, renewal, cancellation and replacement of documents, signatures required, and filing of duplicates or copies).

✔ **Data Management** (filing and storage of registration records, entering data, validating data, updating data, managing database, retrieving registration records, printing and distributing reports, handling special report requests).

✔ **Deregistration** (criteria for deregistering persons, procedures for informing persons of concern regarding deregistration and policy and procedures for recalling and invalidating documentation).

Operating procedures will also include the daily procedures for the registration office, including storage and release of materials, and operating and maintaining equipment.

12.2.1 Special cases

The standard operating procedures should include provisions for special or problematic cases. These cases include:

- families who should be split or reunited;
- family members who claim not to have been registered before;
- deregistered persons now back in the territory of asylum;
- individuals who have special protection or assistance needs (see Section 14.2 – *Identity and refer persons with special needs*);
- persons who have valid registration documentation but who cannot be found on the master lists or in the database;
- persons who claim to have lost their cards or those with questionable documents (suspected forgeries or tampered cards);
- persons who wish to discuss non-registration related matters.

12.3 Standardize locations, names and other categories

It is essential to agree on standardized registration names/labels *before* refugees are registered. Set aside ample time to focus and agree on these standards. Allow for governments, UNHCR, other agencies and implementing partners to make suggestions and agree, in writing, on the standard naming system to be used. Do not change standard UNHCR formats, such as dates of birth, occupational skills and special needs categories. Global standard categories and codes exist for many types of registration data, but not all.

Annex 7 provides a list of standard categories and codes for use in recording registration data.

12.3.1 Agreement on non-standard categories (local standardization)

The following four types of data must be standardized by the operation, updated regularly, and the agreed system respected and used by all parties involved in registration:

- ✔ **Locations (place names and addresses):** The hierarchy of locations and the standard set of place names must be set out in advance. Standardize the structure, spelling and coding of these addresses. The number and levels of geographical administrative units will vary country to country. Set standards at the local level then shared and agree upon them globally. This becomes particularly important when refugees are repatriated and their data is consolidated and shared in the country of return.

- ✔ **Personal Names:** Agree on a common way of recording and spelling personal names.

✔ **Personal Documentation:** Determine which and how personal documentation will be recorded.

✔ **Refugee addresses in the country of asylum:** Linking refugee data to where refugees reside means that UNHCR and partners can find people whenever an assistance or protection intervention is required. Locations where refugees reside can be divided into three broad categories: urban, rural or dispersed, and camp-based. Standardize the way this information is recorded. In urban settings, refugees can frequently be contacted by telephone, so record telephone numbers.

Registration needs a well-organised system of addresses and locations.

12.3.2 Creating an address system for a refugee camp

Staff responsible for site planning and those responsible for registration should collaborate on a camp layout before the refugees arrive. In existing camps, field offices should try to establish an appropriate address system, to the household level, if possible.

Camp planning is normally based on the following hierarchy of subdivisions of the camp (the number of persons has been averaged out for ease of presentation and can be adjusted according to actual conditions):

Level	Entity	No. of persons	Total area of plot (sq.m.)
1	Family	4 to 6	225
2	Community = 16 families	80	3,600
3	Block = 16 communities (approx. 250 family)	1,250	56,250
4	Sector = four blocks	5,000	225,000
5	Camp = four sectors	20,000	900,000 (90 ha.)

Whatever layout pattern is agreed, a sub-division of the camp should be undertaken, as described above, so that an individual or family can be linked to a particular "address" and so families with specific needs can be easily located.

For consistency and clarity, the following alphanumeric labels should be used to designate the sub-divisions of the camp:

---

4 Sectors, labelled A, B, C and D;
16 Blocks, numbered A1 to D4;
250 Communities, 16 per block, numbered A1/1 to D4/16;
4,000 Individual Family Huts or Plots, 16 per community: numbered from A1/1/1 to D4/16/16.

Example: A family or a plot located in Sector B in Block 3, Community 12, Plot 5 and House 2 would have a label B3/12/5/2.

12.3.3 Country-of-origin place names

Offices should determine accurate place names in the country of origin and the level of detail in which this information will be recorded during registration. Whenever possible, a single, standardized name with only one spelling should be used when naming a distinct geographical unit. Cities and countries may have different names or different spellings in different languages; names of places may have changed over time. Only one set of spelling and names should be used.

Most refugees know their address in the camp.

Since geographical information is used for tracing family members and also during repatriation to determine the "readiness" of a specific place of return, it is essential that this information be standardized. The Geographic Information and Mapping Unit at UNHCR Headquarters should facilitate this process, as its information is based on material from governments and UN agencies with a Geographic Information System (GIS) capacity on the ground.

In general, information about location of origin should be collected during registration in as much detail as possible, usually to the name of the town or village of origin.

➢ *A standard list of geographical names, addresses, location codes, and maps should be made available to all staff in the operation.*

12.4   Procure equipment and materials

A list of standard registration items and their specifications is found in Annex 15.

A stockpile of these standard registration materials is maintained at Headquarters. To order supplies from this stockpile, use the normal purchasing procedures. Offices in the field should address their requests for registration materials, preferably by e-mail, to their respective desks at Headquarters, with a copy to the Population and Geographic Data Section.

Field offices in the regions covered by a Regional Registration Officer (such as Central and West Africa, East and Horn of Africa and Great Lakes, and CASWANAME) should obtain clearance for their registration methodologies and orders for materials prior to placing the order. Regional stockpiles of registration materials may be available at the regional technical support hubs.

12.4.1 Procuring materials

The request for registration materials should contain:

- ✔ the precise specifications and quantities required (it will be useful to attach the registration plan and/or methodology);
- ✔ relevant authorized budget code(s) for the replenishment of the stock, including freight costs; and
- ✔ shipping/pouching address and contact person (name and title of responsible administrative or logistics officer in the receiving field office).

Standard items will normally be shipped immediately upon clearance by the registration officers at Headquarters. The Mail and Stationery Unit is responsible for releasing the registration materials from the central stockpile at UNHCR Headquarters and for dispatching the goods to the field offices. This Unit will notify the requesting field office of the shipping arrangements and expected date of arrival. It will also copy the Airway Bill to the field office for smooth customs procedures.

The Mail Unit at Headquarters is responsible for dispatching registration materials once their release is agreed to by DOS and the Bueau.

All items taken from the stockpile must be replenished immediately, to be paid for by the respective operational budgets. To ensure that stocks at Headquarters are readily available for field operations, the respective desks are responsible for forwarding Purchase Requests to the Supply Management Service.

Materials can normally be released immediately (same day for requests received in the morning and next working day for requests received in the afternoon). Small quantities of up to 15 kg are pouched at regular pouch dates; large quantities are shipped at the earliest time, depending on air traffic, connections and availability of freight capacity. Official travellers can carry limited amounts of materials as part of their accompanied luggage if other arrangements would take considerably more time.

Place orders well ahead of planned registration/verification activities and replenish local stocks well before they are depleted. Allow ample time, normally 6-8 weeks from the date of the purchase request, for production and shipment to the field – not including time for customs clearance procedures and in-country transportation from port of entry to field destination.

➢ **_Order supplies well in advance of planned registration activities._**

12.4.2 Standards materials verses customized materials

Customizing registration materials is possible although not encouraged. Use customized registration materials only when the standard items are not suitable for the agreed registration methodology. Advice on specifications must be sought from the registration officer(s) at Headquarters and/or from the regional registration officers at the regional technical support hubs.

Customization allows operations to:

- Differentiate between different camps: use of the standard registration cards, tokens and wristbands can be problematic when different camps are located close together.

- Distinguish new cards from old cards.

- Satisfy particular information requirements that are not addressed in the standard materials.

The features of registration materials, including cards, tokens, wristbands and forms that are most commonly customized are:

- ✔ numbering (prefixes, numbers)
- ✔ language
- ✔ colour
- ✔ security features (fraud-proof patterns, micro-printing, etc.)
- ✔ packing (number of items in one box)

See Section 10.5.2 – _Selecting registration forms_ for specific information about customizing forms.

12.5 Hire and train partners and staff

Engaging adequately trained personnel is key to the success of a registration exercise. Try to involve existing government and UNHCR personnel as much as possible, particularly those who are familiar with refugee protection issues, camp management and, ideally, registration.

12.5.1 Roles and responsibilities

Every staff member needs to know exactly what she or he is responsible for, what to do at which stage of the process, whom to report to and how to account for the work accomplished. Short but concrete terms-of-reference or job descriptions will be helpful for managers and staff alike.

As registration progresses, adjustments in staffing may be required. Staff should be rotated to avoid burn-out, to allow them to do different jobs, to minimize exposure to stress and security threats, and to prevent abuse and corruption.

12.5.2 Briefing and Training

Good training makes a difference in achieving quality registration.

A succinct general briefing will put everybody in the broader picture. For individual staff members, a basic understanding of the whole protection strategy, the planned registration activity, the linkage between the different steps (fixing, registration, data-processing) and other general information is essential to understanding their own role in the strategy. Save time by preparing and distributing a briefing note to staff in advance of the official briefing.

Conduct targeted training sessions with all staff and temporary personnel to ascertain they understand what is expected of them. Training should involve hands-on practice and simulations and also include discussions on the principles and standards of refugee registration. For large-scale registration activities, consider asking Headquarters to deploy an experienced trainer to the operation.

Training for all UNHCR registration staff should address the following:

- ✔ The mandate of the UNHCR Office
- ✔ Refugee protection principles and the rights of asylum-seekers and refugees
- ✔ UNHCR registration standards and specific procedures for registration of applicants for RSD where appropriate

✔ Identifying and assisting individuals who may have special assistance or protection needs
✔ Age, gender and cultural sensitivity when working with persons of concern
✔ Interview techniques, including conducting interviews with children, mentally ill or traumatized individuals, and other vulnerable persons
✔ Working with interpreters

12.5.3 Hiring Staff

Identifying and selecting staff requires time and preparation. Have a clear idea of the qualities and proficiencies necessarily for a given post. It can be difficult to find qualified staff in remote locations. Arrange incentives for people from the capital or big cities to come to remote registration sites. When possible, applicants should sit a short test to ascertain that they have the required qualifications. UNHCR has often hired university students to assist during large-scale registrations. Be aware, however, that overqualified staff may be as disruptive as under-qualified personnel.

The number of staff required for each stage of the registration will be based on the methodology. Having a few staff in reserve or on stand-by will ensure that pressure can be reduced during peak hours. Extra staff can also trouble-shoot and help out in unforeseen situations. In large-scale registrations or for mass data-processing, it may be necessary to organize several shifts. Alternatively, staff may be asked to work long hours but short weeks. Whatever the schedule, staff should be allowed sufficient time to rest and recuperate, especially if they are working in a stressful environment. When overtime is unavoidable, administrative arrangements should be made in advance.

Be aware of tensions between different ethnic groups and avoid engaging personnel whose ethnicity may be a source of discomfort or anger amongst the refugees being registered.

Engage a sufficient number of staff fluent in the refugees' mother tongue and also able to write in an official UN language. Make special arrangements for minority refugees who may not speak the majority language. Have stand-by arrangements for interpreters and translators in place.

Be sure that there are equal numbers of men and women officers, interviewers, and interpreters working in registration activities. In addition, ensure that women leaders from the community are placed at the entry points to registration sites to monitor the access of women and girls.

➢ *There should be an adequate number of female staff at every stage of the registration process. They should be trained to look for women and girl refugees who may need particular assistance and should be prepared to intervene both sensitively and effectively.*

Ensure that there are a minimum number of staff working in the registration process specifically trained and qualified to identify and handle the protection and registration needs of boys and girls. This may mean engaging experts from line ministries, UNICEF, ICRC, or qualified NGOs.

In general, registration staff should be committed, have a basic technical understanding and good handwriting (clerks), have the ability to adapt to pressure and stress, show flexibility concerning working hours (long days, no or short breaks), and demonstrate a readiness to travel and work in remote areas for several days.

12.5.4 Administrative procedures

Work with the administrative and programme staff to determine the appropriate mechanisms for hiring staff for registration activities. Depending on the type of registration activities foreseen, the number and duration of staff required will vary as will their contractual arrangements with UNHCR.

Staff can be hired, seconded, or loaned to work on registration activities. They can be hired through implementing partners or directly by UNHCR. Hiring by UNHCR is less flexible due to UN administrative rules and procedures, but provides greater control, supervision, and stability with regard to the persons hired.

Managers will need to determine whom to pay, particularly if refugees and government officials are participating in the activities. They also need to determine how much to pay and when to pay (in advance or once activities are completed). Payments can be made on the basis of time worked or worked performed, depending on the tasks and responsibilities.

Contracts, regardless of who is issuing them, should indicate level or grade (i.e. pay scale), duration of the contract, the number of training days to be covered, specific responsibilities or tasks, arrangements for insurance or hazard payments, and conditions under which the contract can be severed.

12.6 Set up registration locations

The registration facilities and sites have a direct impact on the ability of persons of concern to present themselves to UNHCR for any purpose, including registration and making a claim for refugee status. In all operations, measures should be taken to ensure that the facilities established for registration promote the dignity of the persons of concern and due process in registration and other mandate functions, and ensure the safety and security of staff and other persons on the premises.

Site design should foster the logical flow of people through the registration process.

Two models for site design are shown on the following pages. One plan shows small or medium scale registration operations, where the registration process is more continuous and a manageable number of persons is seen each day and on a regular basis. The other model demonstrates larger scale operations in which a large number of persons must be processed in a relatively short period of time.

Consider the following when choosing and designing a site or location for conducting registration:

- ✔ location (accessibility to refugees and staff, proximity to camps or refugee settlements, communication and distances between sites/offices);
- ✔ space (right size to accommodate sufficient number of registration desks or booths);
- ✔ waiting areas, including private waiting areas for women, sufficient space for children, and isolated spaces for special cases;
- ✔ security and crowd control, both personnel and installations; staff safety considerations (evacuation);
- ✔ electricity;
- ✔ water and toilets;
- ✔ furniture and office equipment;
- ✔ heating or air conditioning;
- ✔ lighting, especially for photography;
- ✔ secure storage facilities for registration materials and equipment;
- ✔ permanency of site(s), construction of new buildings, repair of existing structures;
- ✔ data-processing site and facilities.

12.6.1 Waiting areas

However well the flow and scheduling of people is organized and regulated, it will always be necessary to set up areas in which people – potentially large numbers of people – can wait their turn to be registered. Shade/heat and protection from wind and rain should be provided. Water and/or other drinks and sanitation facilities should be available. Private space should be set aside for mothers to nurse and care for their children. Protected and monitored areas should be set up for unaccompanied children, single parents, single women and adolescent girls, elderly men and women, and disabled persons so they are not overwhelmed by the process or the crowds.

12.6.2 Mobile registration units

Consider taking registration locations out to the places where refugees or those of concern are located. Mobile registration offices or teams can be set up to go to the homes and dwellings of refugees, or to the remote locations where they are living. This strategy is particularly effective when verifying existing registration data. The units do not have to be technically complex; clipboards and pens can be enough.

Overall workflow – large scale
Registration activities (>20,000 persons)

3 Interviewing area

4 Photography waiting area

5 Photograph Area

Not to Scale

• = Registration Staff

⇦ = Refugee Movement

Buffer Zone

6 Refugee Exit

Refugee Movement

Fencing

2 Shaded Waiting Area

1 Refugee Entrance

Latrines

☐ Water

RSD Interviewing Rooms

Interviewers and Interpreters Office

Refugee Exit

Registration and Photos

Registration Component within RSD, protection or field office

Admin and Security Support

● = Staff

Security ●

Security ●

Refugee Movement for Registration

Refugee Movement for RSD

Entrance to Waiting Area

Fencing

Toilets

Waiting Area

Security ●

Private Section

Notice Board

Refugee Entrance

Mobile registration units in Colombia: reaching out into the community.

12.6.3 Emergency environments

Be sure that first aid or health facilities are available at or near the registration site. Local health providers or core medical staff of health-related NGOs should be placed on stand-by.

If possible, establish reception or transit areas where counting and initial registration can take place after the first relief interventions, such as health screening and the provision of emergency food rations, are administered.

If fixing tokens were given to the newly arrived refugees at the border or elsewhere, these should be exchanged here for provisional family cards. Basic information entered on the card should also be captured on the registration form for future reference.

12.6.4 Refugee status determination

The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* contains specific training requirements for registration staff in the RSD context. Specifics on registration locations and physical arrangements are described in Section 2.3 of the *Procedural Standards*.

12.7 Establish security and evacuation plans

The security of the refugees and the safety of the staff are paramount in any registration exercise. Managers are responsible for ensuring that registration takes place in a secure environment, at the appropriate time, and that precautions are taken against potential security threats.

- ✔ Make a general assessment of the security context, including timing of the registration, the prevailing political climate, and the likelihood of disruption.
- ✔ Have security officers from UN/UNSECOORD, UNHCR, or government authorities, assess the site and offer recommendations for improvements/reinforcements.
- ✔ Discuss the nature and aim of the planned activities with central and local authorities and security forces.
- ✔ Consult with persons of concern, **including women,** on security issues and possible responses.
- ✔ Develop a security plan, which would include staffing and personnel, equipment for radio communication, plans for an evacuation, etc.

✔ Change security features periodically.

It is imperative to plan an evacuation procedure in the event the situation becomes too dangerous. A good evacuation plan is based on the regular procedures for finishing up and leaving a registration site. Evacuation plans, routes and procedures should be understood by all staff members.

➢ *Rehearse security plans to avoid panic and chaos during a real security incident.*

Before letting people into a registration site, it may be necessary to use hand metal detectors to screen people for weapons or other items that people could use against themselves or others. Remove any items from the reception and interviewing areas that could be used as weapons.

Consider installing a sturdy physical barrier between the petitioner and reception staff or interviewers if there is a risk of staff being assaulted during the course of their duties. When appropriate, install noise-making devices and a panic button to alert colleagues.

Maintain a list of persons who have threatened or attacked staff in any way and at any time, and ensure that their names and photos are posted and are known to all staff in the office.

Always limit the number of persons in the registration area at any one time. Establish clear procedures for managing the movement of people through the registration site.

Telecommunications equipment, radios and alert systems should be checked periodically to be sure they function. Cars should always be parked pointing in the right direction and ready to move.

12.7.1 Crowd control

Crowds are a security concern for staff, host communities, and persons of concern alike. When crowds get out of control, it can be difficult to ensure the well-being and safety of all involved. Refugees or others may become violent and threaten or even physically assault staff or other persons of concern. Crowds outside a UNHCR office may make local authorities uncomfortable which may lead to the arrest of asylum-seekers or severe restrictions on physical access to UNHCR offices. When planning registration activities, ensure that site layout and scheduling of the activities minimize the likelihood of crowds.

Crowds tend to get out of control because:

✔ People are not sure what is happening.
✔ People do not agree with what is happening.
✔ People feel that time is running out for a particular action or service.
✔ There is no internal organization of the crowd.
✔ People are tired of waiting.
✔ There is deliberate sabotage, poor planning or cultural insensitivity.

Avoid crowding whenever possible.

The following actions should be taken to mitigate crowd-control problems:

✔ Share clear information with the community prior to the exercise.
✔ Post information on the registration period and opening hours in visible locations and translated into the refugees' language(s).
✔ Ensure that there are facilities (shade, water, medical assistance) where people are waiting.
✔ Work with community leaders and respected committees to organize people into manageable groups.
✔ Allow refugees with special needs to move to the front of the queue.
✔ Ensure sufficient communications equipment (megaphones, loudspeakers) to address the crowd.
✔ Provide clear and regular messages or updates so people will know how long they will have to wait.
✔ Deal quickly and fairly with cases of cheating or disorderly behavior.
✔ Ensure the presence of an appropriate number of adequately trained/briefed security personnel.
✔ Maintain a reserve of security forces or police officers who can be deployed to re-enforce normal security personal as and where needed.

Crowds cannot always be managed; prepare for the worst-case scenario. Devise contingency plans that cover increasing security staff, reinforcing registration staff to increase processing speed, changing registration methodology and objectives, and in the worst case, evacuating staff from the registration site.

12.8   Test the methodology

Testing the methodology can take place in the office or on the drawing board; however, it is preferable to test the methodology in real conditions, involving refugees and registration personnel.

Testing allows operations to:

✔ **Refine planning assumptions:** Test how long it takes to register one person or one household to project the time required to register the entire population. Identify loopholes and possible contingencies. Try to predict the refugees' reaction to the registration methodology.

✔ **Confirm the feasibility of the registration form:** Validate the contents of the form. See if the questions are asked in such a way that the refugees provide the desired information easily, without registration staff having to explain or repeat the question. Confirm that questions asked are culturally correct and age- and gender-sensitive. Confirm the order of questions. See if space on the form is adequate to capture the information. Observe how long it takes a refugee or refugee family to fill in the form. Identify gaps and/or unnecessary parts of the form.

✔ **Prepare instructions to registration staff/clerks:** Single out important messages that registration personnel must be aware of. Identify possible ways of providing false information and share these with registration staff.

✔ **Prepare for contingencies:** Identify measures necessary to preserve the integrity of the process.

✔ **Test security arrangements and response plans.**

✔ **Confirm the feasibility of other elements of the registration methodology:** Test fixing techniques (wrist-banding, fingerprinting, etc.) and photography. Also, test family/ration cards for durability and forge-proof features.

In some situations and with some methodologies, there are risks associated with public testing. Refugees and others learn fast, particularly if it is in their interest to hide the truth. Testing the methodology may give them the opportunity to devise ways of undermining the activities.

When mass registration is planned in several sites and involving new techniques and technology, it may be necessary to choose one or two locations/sites to conduct pilot registrations before expanding to the other sites. This will allow for any adjustments in the methodology, techniques and technology before large-scale investments are made.

Once the methodology has been agreed to, stick to it. Ensure that any modifications are applied consistently. Inform partners of any changes; and be sure that the appropriate managers are alerted to any budget and staffing implications of the changes.

Initial Registration

In addition to general guidance on how to complete these steps, this part of the Handbook contains information on:

- ***What to tell*** the individuals and the community about registration (*Chapter 13*)
- Setting up ***complaints procedures*** (*Section 13.3*)
- ***Fixing materials*** and techniques, including biometrics (*Section 14.1*)
- Using ***tokens*** (*Section 14.1.2*)
- Identifying persons with ***special protection and assistance needs*** (*Section 14.2*)
- ***Scheduling registration interviews*** (*Section 14.5*)
- ***Pre-populating*** registration forms (*Section 15.2*)

Once the methodology has been tested, the registration sites prepared, staff in place and trained, and the security arrangements prepared and tested, actual registration activities can begin.

The first steps of the registration activity are: contacting and informing the population of concern about the registration process, receiving and fixing the population, and beginning to collect data.

13. Contact and Inform Population about Registration

This step differs from consultation with refugees and others during the planning stage. The objective of this step is to inform and counsel persons of concern about the registration activities that have been agreed to and will take place.

Information about registration is particularly important to refugees when they first seek asylum. The initial enumeration or household registration may be a refugee's first encounter with UNHCR. The link between registration and protection and assistance may not be evident to arriving refugees. Individuals may be traumatized to such an extent that they balk at participating in any sort of information-gathering exercise. Some persons of concern may not come forward for registration. However, once refugees understand that registration is conducted to provide basic assistance (by providing shelter or issuing a ration card, for example) the level of co-operation is likely to improve. Messages should therefore be delivered promptly and be easy to understand.

13.1   Inform the refugees

Talk to refugees and others about registration plans and objectives.

Persons of concern to UNHCR, whether asylum-seekers or refugees, should be informed of the purpose and expected outcome of the registration process. They should also be made aware of their rights and obligations before being registered and should be informed, in clear and simple terms, about the practical steps that UNHCR will take to collect data about them.

Information campaigns must accurately represent the aims of the planned registration activities. Do not make promises that cannot be fulfilled. Refugees may remain anxious and suspicious even after they have received thorough explanations and despite their close involvement in the process. UNHCR and its partners should be sensitive to any concerns individuals or groups of refugees express about registration.

Prepare a registration information strategy that makes sure the entire community of concern has access to the registration process. Make information about standard registration procedures, from reception onwards, available *at all times* to refugees and others of concern, and in the *native language* of the individuals concerned.

Be aware that refugee expectations will be considerably higher when refugees know that registration or verification activities may be associated with resettlement. Information campaigns should be able to manage these expectations.

An **information campaign** should include detailed information about:

✔ **The purpose of the registration:** Why should the refugees register? What does registration mean? What benefits are associated with registration? What may be the consequences of a failure to register?

✔ **Confidentiality and sharing of data gathered:** Why might data be shared with others, such as host government and other interested parties? What data will be shared with others? What are the refugees' rights to privacy and to refuse to share data? What are the consequences of refusing to share data?

✔ **The basic steps in registering:** How does it work? What does the refugee have to do? Do the refugees have to come with their whole families? What do they have to bring? Which documents will they be asked to produce? Do they need to bring original or copies of certain documents?

✔ **Opening hours and scheduling:** When is the UNHCR office open? When does each individual or family have to go to the registration office?

✔ **Pre-conditions for being registered:** Who is to be registered? What are the criteria? Who will decide? What happens to those refused?

✔ **Procedures for absentees and others:** What happens to those who are not able to attend the registration on the day they are scheduled to be registered? Are there arrangements for individuals who are sick and for persons with special needs? Can detainees get registered?

✔ Procedures for reporting misconduct by staff or other difficulties in accessing the UNHCR office and registration procedures.

➢ *Registration procedures are free of charge and voluntary. This information must be posted outside the office and made prominent in any information campaign.*

UNHCR standards for the protection of refugee women require that UNHCR staff take all possible measures to ensure that women have access to UNHCR registration and receive any

necessary assistance and support in understanding the registration procedures. In certain cultures or family units, women may be excluded from participating, or may be reluctant to participate, in registration activities. Registration staff should be sensitized to this issue when addressing the refugee community.

Allow for refugees and asylum-seekers to ask questions about registration, documentation and related activities. UNHCR registration staff should be prepared to dispel rumors when required. Be prepared to answer the following questions from refugees and others of concern:

- What are the government and UNHCR going to do with the information collected during registration?
- Can I change the information I give to UNHCR later on?
- What happens with the data collected during registration when I return home?
- Will my family and I have more food?
- What if I divorce and start a new life with another man/woman? Will I get a new ration card? Is my national ID card (from country of origin) still valid?
- Will my refugee ID card remain valid when I go back to my country?
- Does registration mean that I will be forced to return against my will?
- Will I be resettled to Europe or America if I register?
- Will my sick mother have to walk to the registration office by herself?
- Will there be food, water and toilets at the registration point?
- How long will I have to wait in the queue?
- Will my personal information be sent to the government in my home country?

13.1.1 Refugee status determination

Usually more detailed information, such as the reasons for flight from country of origin, will be collected during an RSD registration than during basic registration. Criteria for RSD-derived status will often mean that families are grouped differently than refugees may expect. Refugees should be informed accordingly.

The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* (Section 3.1.2 – Dissemination of Information to asylum-seekers) provides detailed instructions on how to do this in RSD operations. Please refer to these standards whenever RSD is being conducted or facilitated by UNHCR.

13.2 Disseminate information

Information about registration should be disseminated through a variety of media and well enough in advance to be sure that persons of concern have time to react. Information can be disseminated through:

✔ Meetings (formal information-sharing at meetings with elders, women's groups, in schools and clubs).

✔ Posted announcements (in market areas, at food-distribution points and water points, in schools and churches, at the entrance to the camp, in UNHCR, government or other partners' offices, in the collective shelter).

✔ Leaflets (handed to individuals or groups).

✔ Mass mailings (mainly used for urban caseloads).

✔ Press announcements (TV, radio, newspapers, Internet).

✔ Public-address systems in camps (or by megaphone).

✔ Word of mouth (through refugee leaders, during mass gatherings, such as cultural and sporting events).

✔ Informal information-sharing (through health workers, community service personnel, social workers, teachers and other refugee workers).

Always post information about registration outside of UNHCR and government offices.

➢ *Ensure that women refugees participate in information campaigns and sessions. They can identify and pass messages to segments of the community that might not be reached through other means.*

All information about registration should be posted **outside** the office premises. See Annex 11 for sample registration announcements.

13.2.1 Timing of announcements

➢   *Information campaigns should be launched as early as possible.*

Timing is important. A single announcement will probably not be enough to get the message about registration across to the refugee population. Avoid giving notice too late – people may have to plan to attend registration; but avoid making the announcement too far in advance: people may forget important details.

In some circumstances it may be better to list or use refugee numbers rather than names in announcements and public postings.

13.3   Establish complaint procedures

Each office should establish procedures to allow refugees and others of concern to file complaints about and make suggestions for improving registration activities in all phases.

Information regarding the procedures for reporting mistreatment or misconduct by UNHCR or any partner staff should be disseminated to persons of concern as part of any information campaign. Information should also make clear that the services of UNHCR and any implementing partner are free of charge and are open to all persons of concern, regardless of age, sex, nationality, religion or ethnicity.

Refugees should be told that any request by UNHCR or partner staff for monetary compensation or other favors, including sexual, should be immediately reported through the established procedures, and will be examined by UNHCR.

Complaint procedures should:

- ✔ Include a standard Complaint Form, but be able to review all complaints received, regardless of format.

- ✔ Advise that any unfounded or malicious accusations against UNHCR may result in prosecution in the host country.

- ✔ Require that persons submitting a complaint identify themselves.

- ✔ Include provisions for illiterate persons to submit complaints to a staff member other than the one about whom the complaint is made.

- ✔ Ensure that complaints are submitted directly to the Registration Manager, RSD Supervisor, or other staff member with oversight responsibilities for registration and related activities.

- ✔ Require staff to report on action taken concerning complaints.

- ✔ Permit staff members to report misconduct of other staff engaged in registration-related activities to the Office of the Inspector General.

The *Procedural Standards for Refugee Status Determination under UNHCR's Mandate*, Section 2.6, contains additional information on establishing complaint procedures applicable to all situations.

14. Reception and Fixing of Persons of Concern

Reception and fixing is when people or groups of people are assessed for their eligibility for registration and for their immediate priority for registration processing.

This is a complex step that will vary considerably, depending on the situation, and consists of five sub-steps: 1) fixing persons of concern; 2) identifying persons with special needs and referring them for appropriate care; 3) determining if a person needs to be registered; 4) providing each person with a unique identifier; and 5) scheduling the registration interview.

It is important to determine exactly who is to be registered, and fixing the population will help to do this. It can also help members of the local population from posing as refugees and trying to get registered for protection and assistance. It will also prevent registered refugees from re-registering, with the same or different name, perhaps in a different office, in an effort to obtain extra benefits. Fixing the population, by using tokens (see below), biometrics (see below) or simple wristbands, also enables the government/UNHCR to maintain current statistics on the refugee population and to ensure that newly arriving refugees have access to protection and assistance.

➢ *Receiving and fixing consists of both seeking out persons of concern where they live and receiving them at known and processing centers to which they have ready access.*

14.1 Fix persons of concern

➢ *The goal of the fixing process is to help ensure that only persons of concern are registered, that all such persons are registered, and that each person is registered only once.*

Successful fixing of the population is critical to managing many other registration processes. In the future, one of the best ways to prevent multiple registrations by one individual is expected to be the use biometrics (fingerprint or iris verification). However, factors such as cost, volume, and manageability will make these technologies more or less well suited to different operations. Wristbands or tokens, distributed one to each individual, can also be effective, as can the use of visible or invisible ink (election stain) on the hands (fingernails) following the registration process. In the latter case, the registration procedure starts with a check of the hand for traces of the ink.

14.1.1 Organized relocations

Organized relocations between sites offer excellent opportunities to register refugees or verify existing registration information. A simple registration process can easily be added to the relocation plan. At the point of departure, for example, refugees can be given tokens or wristbands to distinguish them from those refugees who have already arrived at the point of destination. Depending on time and resources, control sheets or registration forms may be filled in and cards distributed.

14.1.2 Using tokens

Counting can also be accomplished by handing out pre-numbered UNHCR fixing tokens. The tokens are given to each individual refugee of both sexes and all ages at the border during relocation or on arrival at a camp or refugee settlement. The use of fixing tokens also enables UNHCR to later differentiate newly arrived refugees from local people and from those refugees who arrived earlier and have already been registered. Until registration becomes feasible, the fixing tokens may serve as food tickets or temporary ration cards. Their durability, however, is limited.

Take advantage of organized movements to new locations to fix populations.

For fixing new arrivals

Refugees arriving as part of an influx can be counted by using standard, pre-numbered fixing tokens. The tokens are handed out in numerical order to each refugee at a border crossing, during relocation or on arrival at a camp or settlement. Subtract the serial number of the first token handed out from the serial number of the last token handed out during a given time period, usually one working day to determine the total number of refugees passing through a particular area.

Do not forget to keep a note of the serial numbers of the tokens issued.

This counting system is predicated on a well-controlled, physical separation between incoming refugees and other populations already residing in the country of asylum. Once the refugees begin to mix with the local population or with previously registered refugees, the tokens will help UNHCR distinguish between the groups. Be sure that only one token is issued to any individual. In an uncontrolled, chaotic environment, people may return to the end of the line to collect more tokens.

In a pinch, the new fixing tokens can also be used as temporary ID and entitlement cards.

For providing assistance

If it is not feasible to issue ration/family cards after a refugee influx, the fixing tokens may serve as food tickets or temporary individual ration cards until registration becomes possible. The numbered boxes at the bottom of the token may be used to indicate distribution of weekly food rations. In this case, a hole would be punched through one of the numbered boxes on the day of distribution. However, the fixing token should not be used for these purposes for more than three months. Registration must take place within that time.

For identifying special protection and assistance needs

Observing the physical condition of refugees, especially during an initial influx, is crucial to saving lives. The token has been designed to flag specific refugee needs at initial contact. When staff at the border identify a special need that does not require an immediate, life-saving intervention, they should simply mark the appropriate code. Since during an influx, the goal will be to process refugees quickly, in an effort to move them away from danger or to admit them to a more organized assistance infrastructure, marking tokens for special needs is really a kind of referral process. It implies that individuals will be seen in the very near future for the required protection interventions. The holder of the token will be always be flagged as requiring special assistance until indicated otherwise. In an emergency, the need to process refugees quickly may mean that staff do not have time for this step.

As a temporary identification card

In keeping with UNHCR's commitment to provide individual identity documents to refugees, the token has been designed to collect vital data about the individual. At some point between the initial influx and the full registration process, the refugee should write his or her name, sex and date of birth on the token. Once this information is recorded on the token, the token will serve as a *temporary* ID card. When registering the refugee at a later stage, the interviewer should make use of the token as a *de facto* written record of the refugee, subject of course to verification and validation.

Deactivating tokens

The special box on the token should be punched with a hole to show either that a person has been registered individually or through a household (control sheet) registration. Punching a hole will ensure the token is not used more than once during registration. This allows the refugees to retain the token if it is to serve as a temporary identification card.

14.1.3 Wristbands

In the wristband method of fixing, a single "tamper-proof" plastic bracelet is tightly secured around the wrist of each man, woman and child to be registered. It is, theoretically, impossible to remove the bracelets without damaging or destroying them. After all persons have been given a wristband, the registration process can begin. Before each person is interviewed, her or his bracelet is checked for any signs of tampering. Once the person has been interviewed and her or his personal data recorded on a registration form, the bracelet is removed by a member of the registration team.

This method is commonly used in larger registration activities, when a large number of persons are to be registered or validated in a short period of time. The bracelets do not last indefinitely, and should therefore only be used during registration processes that will be concluded relatively quickly.

Using wristbands is a low-tech, low-cost, low-trauma method of fixing. However, in most large or extended operations, and despite successive improvements in the quality of the wristband, refugees have often found ways of removing and re-attaching the wristbands without damaging them. This allows individuals to get more than one wristband and, consequently, to be registered more than once.

14.1.4 Ink/Stain

Like wristbands, this fixing method is most applicable when a larger number of persons are to be registered and validated in a short period of time.

The process consists of marking the fingers, hands or toes of those registering with a special form of ink that is hard to remove and can be seen only under ultra-violet light. Before persons are registered, they are checked to see if there is ink on their fingers (or toes in the case of small children). If none is detected, then the designated finger(s) or toes are sprayed with the ink or stain and the person is allowed to proceed to the registration interview process.

This fixing method is not entirely satisfactory. In some situations, unfounded rumors have spread that the ink is a poison or will cause birth defects or sterilization. Refugees and others have discovered simple ways to remove the stain, such as washing their hands in citric acid, which is found in lemons and vinegar.

14.1.5 Biometrics

In the coming months, UNHCR will further test and use biometrics for fixing and verifying populations. Biometrics have been developed into automated methods of recognizing the identity or verifying the claimed identity of an individual based on a physical characteristic. The most common features that can be measured are the face, fingerprints, and the iris.

Biometric devices consist of a reader or scanning device, software that converts the scanned information into digital form, and a database that stores the biometric data for comparison with previous records. When converting the biometric information, the software identifies specific points of data as match points. The match points are processed, using an algorithm, into a value that can be compared with biometric data scanned when an individual tries to gain access to something.

Iris recognition is one form of biometric fixing.

Biometric technologies are becoming the basis of an extensive array of highly secure identification and personal-verification methods. For UNHCR, if tests prove successful, biometrics will help ensure that an individual has only one valid registration record.

UNHCR is likely to use biometrics sparingly because of their technical complexity and their costs, both initial and long-term. The use of biometrics may be recommended in only a few situations and only after a rigorous analysis of the complexities involved in, and the potential alternatives to, using biometrics.

14.2   Identify and refer persons with special needs

Refugee protection is UNHCR's primary obligation and responsibility. While many refugees who are registered usually obtain essential protection through UNHCR's assistance programmes and the support of their own families and communities, registration represents a unique opportunity to ensure that those persons with special needs receive assistance appropriate to those needs. Indeed, registration may provide the **only** occasion during the refugee life-cycle when staff will have an opportunity for direct and thorough contact with the entire population, since registration staff will, at some point, interact with every individual refugee during a face-to-face interview. Nevertheless it is recommended that persons with special needs be identified as early as possible in the registration process ideally during reception procedures.

UNHCR has broadly defined a number of **special needs categories** for the purposes of identifying persons requiring special protection or assistance interventions. See Section 17.4.9 – *Record special protection and assistance needs* for definitions of these categories.

➢   *Engage women leaders from the community to monitor access to registration sites and processes and to identify women and children with special protection needs*

Special attention is often needed to identify women and children with special protection needs; solicit the assistance of women from the community in identifying such cases, and maximize the use of female registration staff.

Registration can help those with special needs.

In most cases, common sense will dictate how these needs are identified. As refugees are interviewed, specific questions will assist the interviewer in flagging problems. When a particular problem is identified, the code associated with the particular special need should be entered into the record. Additional comments regarding the special need category can be entered in the individual-remarks field. The date the special need is identified should also be recorded.

Identifying and recording the details of an individual with special needs does not imply that assistance is automatically provided. While it is important that registration staff be trained to identify and record information about persons with special needs, it would be impractical in most cases to expect the same staff to conduct follow-up on each case requiring further protection intervention/s. It would also be unrealistic to assume that reception and registration staff could accurately assess, in a five-minute interview, whether a person is truly in need of further assistance. Operations should therefore implement prompt **referral** procedures and ensure that cases are systematically followed. See Annex 12 for a sample referral slip.

Be sure that those with special needs are registered in a manner that is consistent with the standards in Chapter 3 and as described in Chapter 17 – *Interview Persons of Concern.*

There are other ways that women, men, and children with special needs are identified and referred, including through protection and health monitoring, women's groups and other community structures, information campaigns, schools and counselling. Special-needs data should be shared between units and partners whose work brings them in contact with these people on a regular basis. Some special needs, such as those of traumatized or abused children, are harder to spot than others and should be addressed outside of registration.

Key references for identifying and working with persons with special needs:

> *Health, Food, and Nutrition Tool Kit*, UNHCR Health and Community Development Section, September 2001
>
> *Assisting Disabled Refugees, A Community-based Approach*, UNHCR Community Service Guidelines, 1992
>
> *Sexual and Gender-based Violence Against Refugees, Returnees, and Internally Displaced Persons: Guidelines for Prevention and Response*, UNHCR Health and Community Development Section, May 2003
>
> *Guidelines on the Protection of Refugee Women*, UNHCR, July 1991

14.3   Determine if a person needs to be registered

The screening and identification of those persons not qualified for and consequently not granted access to registration has implications for protection and for staff security. Persons wrongly screened out will not receive the international protection they may need and deserve. Those screened out may also threaten staff or the security of the entire registration activity. It is important, therefore, to implement this step carefully and conscientiously to avoid both protection and security risks.

Persons who do not qualify for registration include nationals seeking to be registered as persons of concern, those who have already registered with UNHCR at some other time, and those caught up in the registration process by mistake. In some *prima facie* operations, the screening-out of armed elements and others who are determined not to be refugees is a difficult process that may be linked to registration activities.

This step may be carried out as an informal process during which people are informed about registration, in general, and are asked why they have presented themselves to be registered. It may be a more formal screening process, consisting of several steps and techniques to determine eligibility for registration. Whatever the degree or type of screening used, this screening does not replace or constitute eligibility screening used for refugee status determination.

To determine if a person is eligible for registration, establish eligibility criteria that spell out who is to be registered and how this will be determined. Protection staff are responsible for reviewing these criteria. Train reception staff in the criteria and in techniques for doing this kind of screening.

Use any of the techniques for verification described in Chapter 20 that are appropriate to the situation, such as these to distinguish between nationals and refugees (*Section 20.1.4*):

✔ Establish a set of targeted questions about the country of origin – history, geography, customs and other features that only a native would know.

✔ Check for a particular dialect distinct to the region of reported origin.

✔ Engage the assistance of refugees and local authorities in separating locals from refugees.

Grant access to registration procedures whenever in doubt. Eligibility can be confirmed during future verification activities.

14.4   Provide each person with a unique identifier

The unique identifier should be a number or other identifier that remains with the person for as long as they are of concern to UNHCR. In some environments, assigning a registration number may be done during the fixing process; other times, it may be done at a later stage, for example, when taking a photograph of the person.

Details on establishing registration numbering systems for refugees and others of concern are being established and will be available with new software tools. However, **the following principles should be applied when devising numbering schemes and assigning numeric identifiers to individuals and groups:**

✔ Numbers given to persons of concern should be unique.

✔ Each person should be given only one number whenever possible. Those who have already been registered and already have a unique identifier should not be given another one.

✔ The numbers themselves should not contain information that could in any way compromise the protection of the individual at any stage of the operation. For this reason, it should not contain any direct reference to the person's territory of origin or any information about his or her arrival on the territory of asylum.

✔ The number should be used to link the person to the groups to which they belong (household, families, cases) and to the record of their personal information.

✔ This number should not be the ration or family card number, except in special circumstance and for limited time only. Ration and family card numbers may change and are country-specific. Individual identifiers should remain with the individual throughout the time that he or she remains registered as a person of concern and should not change during this period.

✔ Numbers should be issued once. Do not re-issue numbers even when the previous holder has been deregistered and his or her record de-activated.

Refugees and others of concern have a hard time identifying themselves by numbers only. Whenever dealing with refugees directly or in large groups, use names or addresses to the greatest extent possible.

14.5   Schedule registration interview

The registration or verification interview may take place during registration or at a later time and place.

➢   *Waiting makes people anxious and, in many cases, angry.*

Organize the registration so crowds and pressure are reduced. Registering large numbers of people is time-consuming, no matter how basic or detailed the information collected. The physical and emotional pressure created by crowds or long queues should not be underestimated. Even a seemingly small crowd of a few dozen refugee families may mean long hours waiting for those who are last. Dividing large populations into smaller groups will make registration more manageable.

Crowd-control measures help keep registration activities safe and acceptable to all involved.

The following categories of persons should be given priority for registration and verification interviews:

✔ Unaccompanied and separated children.
✔ Child-headed households.
✔ Single parents and families with small children.
✔ Elderly persons, particularly the unaccompanied ones.
✔ Persons with disabilities and their families.

✔ Persons with special protection concerns and their families.
✔ Single women (in certain circumstances).
✔ Persons with special medical needs.

➢ *No matter how the registration procedure is organized, arrangements should be made to register, as a priority, persons with special needs, including single women and unaccompanied and separated children.*

Organize and announce a schedule to reduce crowding and potential safety problems at a registration site. Refugees could be called at specific times according to old card numbers, by section (block, sector, quarter, tent, etc.), first letters of family names, etc. Scheduling tickets could be distributed before the registration, handed out to refugees in the early morning hours or on the first day of the process. Refugees are then invited to report back to the registration office according to schedule. Leaflets or some other form of public information document that explains the scheduling system should be available in front of the registration office or at a central point in the camp.

Information gathered at this step often corresponds to level 1 registration, or the Control Sheet: name of at least one household representative, size and composition of household, country of origin, date of arrival, and current location or address.

Queue-control structures

If necessary, simple fencing or barriers may be erected to reduce crowd pressure. The presence of too many security personnel, especially armed personnel, should be avoided and their crowd control methods strictly regulated, to maintain the non-intimidating, non-threatening character of registration.

Scheduling of registration can be done by block group or address.
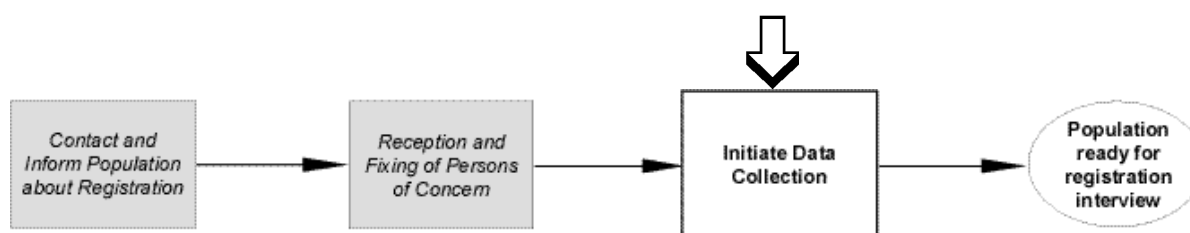
15. Initiate Data Collection

Registration activities can begin once staff have fixed the refugee population to be registered and have created a manageable and stable working environment.

15.1   Retrieve existing information

UNHCR has already recorded and stored data on the vast majority of the refugees it serves. Using and building on this existing data to collect additional information on refugees helps to develop an accurate picture of the entire refugee population in the country of asylum. It also helps to provide assistance and achieve solutions for refugees. Using existing data about a refugee will help to ensure that the person receiving assistance is the same person who approached UNHCR for assistance when she or he first became a refugee.

Continuous population data management is based on the principle of using existing data as a baseline. Refugee records should be continuously updated, validated and built upon while preserving the integrity of the master record. Registration records should reflect any changes in the status of the refugee and/or his or her entitlements. Information about possible or actual durable solutions should also be recorded in the registration database.

Before filling in a completely new registration form, existing information should be printed and the original form or a copy of it retrieved from the registry.

Alphabetical or sequentially ordered master lists, filing systems and computers at the registration desk will greatly facilitate this task. In many cases, refugees who have been registered possess a unique number, a registration card or a copy of their registration form. These should be produced to accelerate the retrieval of the existing registration data.

Registration forms populated with previously recorded data should be used whenever possible.

When working with large populations, retrieving existing information could be part of the steps to assess the situation or fix the population. For smaller populations, particularly those in which secondary movement is believed to be occurring, this step may require some research with other offices, and could be combined with the activities to validate the registration.

Existing data can be subjected to some of the simple verification techniques described in Chapter 20 – *Apply Verification Techniques,* before proceeding with the registration interviews. In particular, the data can be checked for use of standard personal and location names (*Section 20.1.2)*, for multiple records (*Section 20.1.3*), and use of services (*Section 20.1.8).*

15.2 "Pre-populate" registration forms

Whenever feasible, registration forms should be "pre-populated" with data from previous registration activities. Pre-population means using existing information in a database to print registration forms with personal data. These forms are then used as the basis for further information gathering and verification.

The blank registration forms should be filled in with any known or static data elements, such as registration location (camp name, town), date of registration (at least year or month/ year), and origin. This will do away with the need for refugees or registration staff to fill in or repeatedly verify information that should not normally change.

15.3 Gather additional data

Additional information can be gathered by having persons of concern complete the registration from prior to the interview. Having a person of concern fill in his or her own registration form is not the same as interviewing the person. These are two separate activities; in all cases, a registration interview is required. Sometimes, clerks may fill in registration forms on behalf of the persons of concern. At this stage, all proofs of identity should also be collected and checked (see *Section 20.1.7* for appropriate techniques).

Additional data may also be gathered from other sources, such as protection officers, other offices, operational partners, and host government officials. Whenever possible, this information should be included in the registration record and verified. Specific techniques useful for gathering additional data on persons of concern relevant to registration are checking physical presence *(Section 20.1.1),* checking household composition, *(Section 20.1.5),* checking special needs status *(Section 20.1.9),* and checking durable solutions status *(Section 20.1.10).*

15.4 Variations

15.4.1 Emergencies/mass movements

In order to speed up the processing, it may be necessary to forego gathering certain pieces of information. Managers of the registration process should determine which fields are mandatory and which can be skipped or postponed. A short version of the form or an improvised emergency form may be used in consultation with PGDS. In some cases, registration forms may be replaced by copies of the refugee's travel documents or national ID card.

15.4.2 "Irregular" or secondary movements

Registration records may already exist for an individual refugee, but in a different UNHCR or government office. Before creating a new registration record or file, the office responsible for the refugee's previous registration should be asked to share the existing record and all related information. If uncertain as to whether data already exists, a temporary registration record should be created. The two records can then be linked or aligned to ensure continuity.

15.4.3 Refugee status determination

The form used for registering applicants for refugee status is likely to be more elaborate than the forms used for other levels of registration. While the same principles apply when filling out any form, it may be prudent to alert the refugee that much more time will be needed to fill out the RSD form. Please refer to the *Procedural Standards for Refugee Status Determination under UNHCR's Mandate* for the form to use (also shown in Annex 6(e)) as well as for specific instructions on how this is to be handled in RSD situations.

15.4.4 Voluntary repatriation

The voluntary repatriation registration form (VRF) is a special form used to record the willingness of refugees to repatriate. This is a standard form based on the 1996 UNHCR Voluntary Repatriation Handbook. The use of additional fraud-proof patterns on the form is recommended in cases where the form also serves to administer and disburse cash grants or other repatriation or reintegration assistance.

Registration Interview

In addition to general guidance about interviewing persons of concern, this part of the Handbook contains specific guidance about:

- Taking **proper photographs** (*Chapter 16*)

- *Grouping people* into proper families and households (*Section 17.2*)

- Identifying **household representatives** (*Section 17.2.1*)

- Standards for **recording relationships** between family or household members (*Section 17.2.2*)

- Standards for **recording personal data** such as date and place of birth, education level, occupation, and current location (*Section 17.4*)

- Getting **permission to share information** from persons of concern (*Section 18.1.1*)

- *Signing voluntary repatriation* forms (*Section 18.1.2*)

- Standards for **identity documents** – cards and 'protection letters' (*Section 19.1*)

- Standards for **entitlement documents** – ration cards and family cards (*Section 19.2*)

- *Accepting* or rejecting registration data (*Section 18.3*)

*Registration gathers data about the individuals and the families
or households to which they belong.*
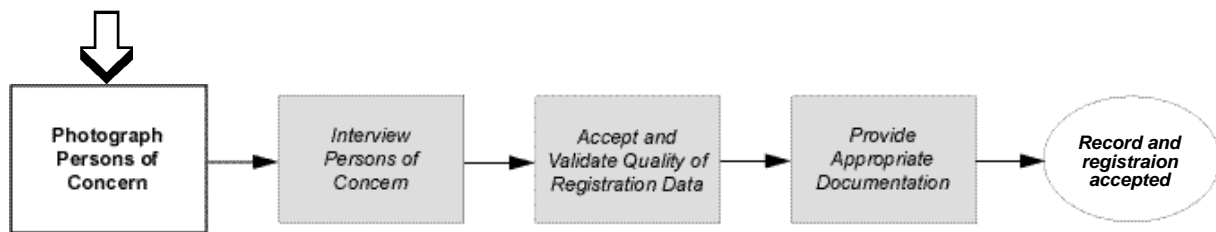
16. Photograph Persons of Concern

ExCom Conclusion 91 states that photographs should be taken of **all** refugees when they are registered. Photographing refugees and maintaining their photographic records over time enables the office to confirm that the person who was initially registered is the same person who presents himself or herself at a later time. In all registration systems, the task of photographing refugees will require considerable human and financial resources. In general, UNHCR has determined that the use of digital equipment for photography is more reliable, less costly and less subject to fraud and abuse than using Polaroid film photography. Offices should therefore plan to use digital equipment to photograph refugees whenever possible.

Photographs of refugees should be stored on a computer's hard drive or similar storage device and linked to the individual's record. UNHCR is developing dedicated software to make it easier for registration staff to take and store digital photographs. The software will automatically "embed" the photographs directly into the individual record in the database. Once a photograph is stored in the database, it can be used to verify the identity of the refugee and produce refugee-identity documents at a later stage.

Taking quality photographs is not always easy: good lighting, a white backdrop, and tripod are essential for good photos.

Polaroid or traditional printed photographs may be preferable in some cases, such as very remote locations without electricity or for persons in detention or hospitals. The refugee's name and identity number can be written on the back of the photograph that should be scanned at a later date and added to the electronic records.

Consider hiring professional photographers to take the photos of refugees and others of concern, but ensure that they follow the requirements described in the following section.

16.1 Take photographs

Offices should ensure that there is a dedicated photo area set up where photographs of refugees will be taken. The environment should be well lit, free of refugee traffic, private and secure. Use only a white backdrop one meter wide and two meters high that shows the UNHCR logo in a light colour, preferably grey. The backdrop should be placed 0.5 meters behind the subject. When using a 'web-camera' the camera should be mounted on a tripod placed on a desk and linked to a desktop or a laptop containing the registration database. The camera should be positioned at the subject's eye level and approximately 0.5 meters from the face.
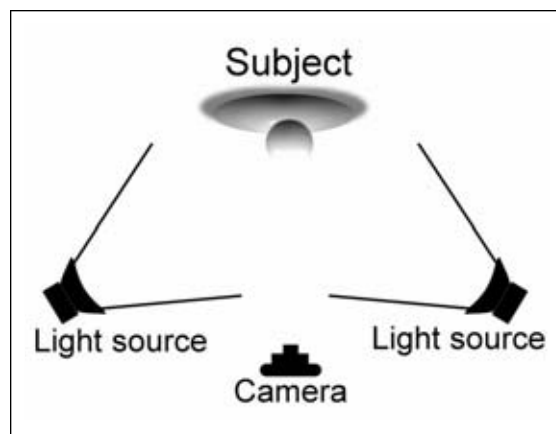
Proper lighting when taking photographs.

Correct lighting is key to obtaining a good photograph. Additional electric lighting should be considered even if the lighting conditions in the working environment already seem adequate. The angle at which the light hits the refugee's face is also very important. Normally, two lights should cross the face at an angle from both sides (see figure above) so there are no shadows cast on the face. This is the best way to capture facial details.

Since photos will often be taken before or after the registration interview, care should be taken to ensure that the person who is registered is the same as the person who is being photographed. For this reason, the individual's unique identifying number is recorded when the photo is taken so that the photo can be linked to the correct record. A common error UNHCR staff make when photographing refugees is mixing up individual family members. For example, a father's photograph might be accidentally linked to a mother's data record. If a photo is being taken of a refugee whose data already exists in the database, be sure to confirm that the name of the individual sitting for the photo is the same as the name in the database. When the photographer finds an existing record, either in paper form or in the database, he or she should ask the refugee to confirm his or her name before taking the photo.

➤ *Be careful of family-member substitutions when photographs are being taken. Refugees often feel that it is better to substitute an unrelated person for an absent family member rather than risk not having a photo taken at all. Information campaigns should address this issue early on and measures should be taken to allow absent family members to be photographed later.*

Registration photos must be clear and well defined. A full front view of the subject looking directly at the camera with his or her eyes open is required. Only the subject's head should be within the photo frame. Glasses, earrings and other jewelry, hats, wigs and head-scarves should all be removed or pulled fully away from the face to expose all facial features. Facial cosmetics are

*Proper positioning of face
in a photograph.*

acceptable as long as they do not disguise the natural appearance of the refugee. Special measures may be required to ensure respect for cultural and religious customs when asking a refugee to remove a head-scarf or head-dress. This might involve having separate locations for photographing men and women. Usually, separating the photo area from other public areas and keeping the family together when individual family member photos are being taken will create the best working environment.

➢ *Privacy is required to obtain good photographs.*

Refugees will often be intimidated by the technology and strangers surrounding them during a photo session. Adults may also raise or lower their heads unnaturally when photographed. For these reasons, operations should make arrangements to have a trained photographer's assistant available to position individuals' heads correctly before the photographs are taken. The photographer will generally be too busy to do this.

Children often associate photo sessions with a visit to the hospital and can become frightened by the equipment around them. Head movements, grimacing and crying will result in unnatural or unclear photos. Parents should be asked to encourage their young children to look towards the camera by standing alongside the photographer.

A refugee **should not be released** from the front of the camera until the photo is **confirmed** to meet UNHCR standards and is **properly stored** in the database. When a photo is taken, it should be viewed by the photographer on the laptop and accepted or rejected. If rejected, another photo should be taken immediately. Digital photos cost nothing but time to record; there is no film wasted if the photo is not satisfactory. Photos should therefore be taken as many times as necessary to meet the standards illustrated in the sample shown earlier. A photographer's work should be reviewed periodically to ensure that it meets UNHCR's standards.

*Some refugees may find the technology
intimidating.*

16.2   Variations

16.2.1 Emergencies/mass movements

During emergency influxes and mass movements, time pressures and the number of persons involved make it nearly impossible to take individual photographs for registration purposes. Normally, refugees will not be photographed in these circumstances.

➢ ***Always photograph unaccompanied and separated children as soon as they are identified, particularly in an emergency or mass movement situation.***

16.2.2 RSD and durable solutions

Refugees will sometimes believe that having a photo taken of them will result in recognition for refugee status or approval for resettlement to a third country. In information campaigns, be sure to "disconnect" the process of taking photos from any potential outcomes.

17. Interview Persons of Concern

UNHCR collects data about refugees through face-to-face interviews with individual refugees who are normally grouped in family or household units. All individuals who belong to the family/household unit who reside in the country of asylum should be present at interview time. However, to the extent possible, each person should be interviewed separately. In general, women asylum-seekers should be interviewed separately without the presence of male family members.

The data to be collected during the interview will have been agreed to as part of the registration strategy and methodology (see Chapter 10 – *Determine Registration Strategy).* The data gathered and the amount of time available for each interview will vary according to the situation and the registration strategy.

Select interviewing techniques to complete the registration information or test the veracity of existing information from the verification techniques described in Chapter 20 – *Apply Verification Techniques.*

The interviewing staff member should introduce himself or herself (and the interpreter, if applicable) and ask whether anyone wishes to be interviewed separately from the household group. In addition, people should be given the choice as to the sex of interviewers and interpreters. To the extent possible, people – and women in particular – should be automatically assigned an interpreter and interviewer of the same sex.

Since refugees may not have had access to information about registration prior to the interview, the interviewer should begin with a brief introduction about what is expected of the family. **The interviewer should emphasize the need to answer questions truthfully.** The interviewer should also confirm whether the individuals wish to be interviewed by a different staff member or if they would like to have another person act as interpreter during the interview.

Refugees should be informed that a similar set of questions will be asked of each individual family member and that the refugees should answer questions clearly and promptly. Refugees should then be asked to produce all accompanying documentation, which the interviewer will review.

17.1   Use standard registration forms

Interviewing refugees individually is the core of UNHCR's registration process. The goal of an interview is to collect and record accurate information about individuals of concern. Whether the information is collected from a large population that has stabilized after a mass influx or from a single family prior to a status-determination interview, the tool used to perform this function is *always* the UNHCR registration form.

➢   ***Issue clear instructions for filling in the form to the interviewers to ensure consistent data entry. This information should include code tables for all standardized data fields, such as special needs, geographical names, educational level and occupation/skills.***

The form has been designed to ensure that a standard set of information is collected from every individual and household/family. When the form is complete, each refugee will have a single, unique registration record that will provide the information needed to protect, assist and find solutions for the refugee.

The form is to be completed in the sequence and at the pace decided by managers when they developed the registration strategy. Core registration information is captured and then made available to staff for as long as the refugee remains a refugee. Authorized users can add data to the record, as needed, to aid in protection, assistance and the search for durable solutions.

UNHCR's registration form serves as a guide through the registration interview. Each question asked by a registration clerk is based on one of the fields (or boxes) of the registration form. Fields on the form correspond directly to fields (columns) in the database. Clerks should fill in the form clearly. In some situations there may be time to enter registration information directly into the computer using a screen-based form.

In case the spelling of names or other information is not obvious, registration clerks should solicit the help of literate refugees, interpreters and others. Misspelling important information may have serious consequences, such as when trying to trace family members or when issuing identity documents.

17.1.1 Using OMR forms

Optical Mark Readers (OMR) permit large amounts of manually recorded information to be rapidly scanned and converted into a database. They are appropriate when an initial registration exercise must be completed or where no database yet exists for the population of concern. Special forms are filled in by hand with information gathered from the refugees during the registration interviews, and then translated into a format that can be read by the special machine. This form is often used in election registration or in academic testing, and is increasingly familiar throughout Africa and the Americas. The special OMR forms and readers are sophisticated and their use should be discussed and planned as part of the registration methodology.

17.2   Determine family and household relationships

In the interest of protecting the unity of refugee families, whether nuclear (relations defined by blood) or extended (relations defined by custom, adoption and/or blood), it is crucial that the composition of every refugee's family be carefully assessed.

➤   ***All individuals residing in the country of asylum should be present at the interview and should present themselves as part of a household or family group.***

Grouping people can often be a difficult and time-consuming task. When refugees present themselves as a family, as many as 20 individuals may arrive at the registration desk, all claiming to be part of an "immediate family". A preliminary interview, conducted after a large group has been divided into more manageable sub-groups, should determine who belongs to which family. Interviewers should keep in mind that most groups are *temporary:* daughters marry, mothers die, spouses divorce and remarry, children are born. See Section 5.1 – *Families, households, and cases* – for more information.

Families entering during a mass influx may have been separated during their flight. Since the focus during early weeks of emergencies will be to register refugees efficiently to provide life-saving assistance and protection, UNHCR should generally accept the household groupings as they present themselves. Refugees also need to be aware that the group presented during registration will probably share living quarters and food ration cards.

When family members cannot come to the registration site/office together, the registration clerks should ascertain that separately registered family members are grouped together. Standard questions about the individual refugee's family and her or his relationship to other members of the household or family will enable the registration clerks to group individuals together as families or households. Make all efforts to see missing family and household members before completing registration. Table 8 describes how to respond when the families or households are incomplete.

Family unity is important when planning for repatriation. Registration needs to link the members of nuclear families; Voluntary Repatriation Forms and other departure documentation must truly represent family units, including extended family networks. For example, two children living with their grandparents should be repatriated with their parents and other siblings. Parents should not be allowed to leave children in the country of asylum. Minor children should repatriate while their parents remain in the country of asylum only after the parents are consulted and a responsible adult relative will receive them upon return.

Gathering and recording family relationships accurately is particularly important whenever resettlement may be an eventual solution. The misrepresentation of a family unit is one of the most reasons for rejection in the resettlement process. Even when the misrepresentation has not been intentional, the resettlement country may reject a resettlement case if the family relationships presented are untrue or lack credibility. This is particularly true in the case of non-nuclear families

where the potential for abuse is higher.

The verification of registration details and of family composition should be accomplished outside of the resettlement context, such as at the time of registration or determination of refugee status, to ensure that details about family composition are not biased by resettlement considerations. It is the responsibility of UNHCR to assess the nature and credibility of family composition, and interviewing officers must be alert to fraudulent family compositions.

Some useful techniques for verifying family and household composition are described in Chapter 20 – *Apply Verification Techniques* as well as in the UNHCR Resettlement Handbook, Section 5.6.5 – *Family Composition.*

17.2.1 Household representatives (heads of household)

In general, both a **female and a male representative** rather than a simple head of household should be identified. These are the persons in the household or family who are acknowledged as the representatives of the household or family by the other members. Relationships within the household or family are then designated in relation to one of these persons. The use of the term 'household representative' is a change from the practice in many locations. The role of women within the household or family has particular importance to UNHCR for protection and assistance reasons; hence UNHCR's insistence on designating joint representatives.

The term "head-of-household" assumes that most households are family households (i.e., that the persons within the household are related by blood), and that one person has primary authority and responsibility for household affairs and is its chief economic support. However, spouses are increasingly considered equal in household authority and responsibility and often share economic support of the household. Even in countries where the traditional head-of-household concept is still relevant, women who serve in this role are often not recognized as such and have difficulties accessing resources, protection and legal representation as a result. For these reasons, UNHCR has adopted the use of the term "household representative" when working with registration information.

Normally the two household representatives are the male head of household and his spouse. However, this is not always the case, and interviewing staff should be aware of other possibilities within the community. There may be only one household representative in some households, such as some single-parent families and female-headed households. If the wife had died or is no longer part of the family, an eldest daughter or sister may fulfill the role of the female household representative, and should be designated as such.

Be sure to refer child-headed households to proper care and attention. These households tend to be particularly vulnerable and should be treated accordingly. By definition, the children in such household are unaccompanied children and should be designated as such and referred to appropriate services.

When conducting registration for refugee status determination, collect as much information about

family members as possible from each individual registering. The designation of family representatives is still needed, but must be done in a way that preserves and protects the right of each applicant to make an independent claim to refugee status. See the *Procedural Standards for RSD*, Section 3.2, as well as the form to be used in these cases, in Annex 6(e).

Table 8: Handling incomplete family or households

SCENARIO	ACTION
Complete family: All family members present at registration	Registration is complete. Issue all cards and forms to individual and family members as per the registration strategy.
Incomplete family: At least one family representative (head of family) present	Registration should be done for present family members. Individual identity documents should be issued to all members present. Family forms and cards should be withheld until the last family member is registered. A temporary certificate (appointment slip, photocopy of registration form, etc.) may be issued to the registered family.
Incomplete family: Neither family representative present	The family should be advised to report back to register with the appropriate representatives of the family. If this is not possible, registration may be done for present family members. Once one of the representatives is able to come to the registration office, relationships and other family information may have to be verified. Forms and cards should be withheld until the last family member presents himself or herself at registration. A temporary certificate (appointment slip, photocopy of registration form, etc.) may be issued to the registered family members.
Latecomer: Individual family member reports to register after the family has already been registered	Retrieve the family's registration record/form and include the latecomer. If in doubt about family composition, registration staff should insist that one or both household representatives be present again. The family card/ration card should be issued in the name of both of the household representatives.

17.2.2 Recording household and family relationships

UNHCR records the relationships between members of the same family or household according to the following table. Although it is possible to record relationships in more or less detail, use of the standard breakdowns is encouraged. The use of this list, combined with other personal and household data, permits the full understanding of the often complex family structures that is needed for protection and solutions purposes.

In Level 1 and Level 2 registration, relationships are normally recorded once for the whole group. All relationships are recorded according to the perspective of one of the group members, normally the 'head of household' or Household Representative 1, as per table 9. In some Level 2 registration contexts it may be necessary to record relationships from the perspective of one or more other family or household members. Care should be taken when filling in forms and coding data that it is clear which family members are connected by a particular relationship. Depending on the scenario, in Level 3 registration relationships may be recorded once for the whole group, or individually for each of its members.

In registration for refugee status determination and resettlement purposes, relationships should be recorded individually from the perspective of each person being registered, rather than for the group. This means that the standard form in Annex 6e must be completed for each person registering. This allows each person being registered to fully describe his or her personal circumstances – including the family structure – and thus permits a more thorough and accurate analysis to be made of the immediate protection and solutions needs. This includes an individual's relationship to each of the accompanying family or household members, as well as their relationship to family members still in the country of origin or in other locations.

UNHCR should try to define and record changes in relationships. Although establishing relationships may not seem particularly important to the interviewer when registering a case, it will become vitally important when seeking durable solutions.

Table 9: Relationships – Standard UNHCR categories

CATEGORY	DESCRIPTION
Household Representative 1	This is usually the individual within the family or household who is considered by the members of the family or household as their primary representative. It is normally a man, but could be a woman as well.
Household Representative 2	This is normally the female in the household or family who has the primary responsibility within the family. It could be spouse, mother or daughter of the head of household. It could also be a man if the first household representative is a woman. The relationship between this person and the other head of household must also be recorded.
Spouse	Legal or common-law spouse.
Child (Son/Daughter)	Natural or legal offspring. Includes birth, adopted or step children. May or may not include foster children depending on situation in country.
Parent (Father/Mother)	Birth, adoptive, or step parents. Does not include parents-in-laws which have a separate category.
Sibling (Sister/Brother)	Legal or natural siblings. Includes adopted and step brothers and sisters. May include foster brother or sisters depending on the situation in the country. Does not include in-laws (i.e. bother or sister in-law).
Grandparent	Direct blood grandparent, either grandmother or grandfather. Includes great-grandparents. Does not include in-laws, which should be listed as parents-in-laws.
Grandchild	Birth, adopted, or step grandchildren. Includes great-grandchildren.
Uncle/Aunt	Birth, adoptive, or step brothers or sisters of parents of head of household or spouse.
Cousin	Natural, adoptive, or step children of uncle or aunt of head of household. Does not include in-laws, e.g. cousins of spouse.
Nephew/Niece	Natural, adoptive, or step children of brother or sister of one of the parents.
Child-in-law	Spouses (legal or common law) of children.
Parent-in-law	Parents of spouse.
Other in-law	Other relationship established through marriage, such as spouse of sibling.
Other blood/kin relation	Other birth relation of head of household not covered by one of the above categories.
No blood/kin relation	Household member not related by blood, adoption or marriage.
Unknown relationship	Relationship is unknown.

17.2.3 Other household or family information

Other information recorded for the family or the household may include:

- ✔ **Total family or household size,** broken down by age cohort[16] and sex.
- ✔ **Name and sex of any missing family members** who are present in the current location but not present at the time of registration.
- ✔ **Current location/address** of the household (see Section 12.3 – *Standardize locations, names and other categories).*
- ✔ **Country of origin** of household or family.
- ✔ **Family property** (see Annex 7 for standard categories for recording this information).

17.3 Register unaccompanied and separated children

A separated child may present herself or himself to register alone, with members of her or his extended family, or as part of another family. Separated children should always be registered separately, but cross-referenced with the family with which they are staying. A list containing at least the names and locations of unaccompanied and separated children should be maintained.

All families should also be asked if they are caring for children other their own, have children from whom they are separated, know of families who have missing children, or know of children separated from their parents. The identification and registration of unaccompanied and separated children should not disrupt existing care arrangements.

A more thorough documentation of each unaccompanied girl and boy is required to establish their personal history and individual needs and to begin tracing for their family.

See *Working with Unaccompanied Children: A Community-based Approach,* Part 4 (UNHCR, Community Service Guidelines, 1996), for guidelines on interviewing refugee children and adolescents and recording their social histories.

Aim to photograph all children; but always photograph unaccompanied and separated children.

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[16]   The four standard UNHCR age cohorts (groupings) are 0-4 years of age; 5-17 years of age; 18-59 years of age; and 60 or more years of age.

The form to use when registering unaccompanied and separated children is shown in Annex 6(d). This form allows for the recording of supplementary information needed to adequately document the child's circumstances. Unaccompanied and separated children should be recorded on the operation's standard registration form to ensure that their registration records are also maintained with other registration records. Different forms should be linked by the individual's unique numerical identifier as well as any household, family, or case identifiers that are relevant to them.

The name and other details of the guardian or foster family should be included in the minor's registration records. The child should be included in the guardian's or foster family's records, making reference to the fact that the child is an unaccompanied or separated. It is especially important to register infants and young children before the people who know about them disperse, since these children themselves cannot give much of the information needed for tracing purposes.

A photograph should always be taken of the child regardless of the circumstances. Photographs are indispensable for tracing and family reunification. The photograph should be securely attached to the paper forms and linked to any electronic records.

Also, always refer the child and the family providing him or her with care to protection and/or community-services staff.

17.4   Interview each individual

Once the group has been established, the interview can begin. Those who do not belong to that particular group should be interviewed separately. All persons desiring to be interviewed separately must always be given the opportunity to do so.

➢   *Registration interviews should be conducted in a non-intimidating, non-threatening, and impartial manner, with due respect for the safety and dignity of refugees.*

If the interviewer is validating an existing record, he or she should be aware of any changes to the data as it was originally recorded. In general, individuals should not be asked to provide information if it already exists. However, the interviewer should make note of any discrepancies as they occur.

Registration data should be collected and/or verified in the following order:

17.4.1 Verify unique identifying registration number

Each individual should be assigned a unique identification number. Once this number is assigned, the refugee will retain it for as long as she or he is a refugee. Individual numbers should be assigned before the actual registration interview, normally during the reception and fixing step. Interviewers should be sure that each person has a number, and that the number they have been assigned corresponds to their personal record. More information about the unique registration numbers is given in Section 14.4 – *Provide each person with a unique identifier.*

17.4.2 Record name(s)

Although collecting names may seem a straightforward process, different cultures can have different name structures. The concept of "name" and "surname" does not exist in all cultures. Titles, such as Mr./ Dr./ Ms./ Sheikh are not considered part of given names and should not be added into the record. UNHCR's registration form provides different fields in which to enter names. In general, these fields have proven sufficient to accommodate the permutations of naming structures found throughout the world. Generally, when only one filed is available for recording the name, names should be written in the same order they are spoken (Sally Anne Smith not Smith, Sally Anne). To ensure consistency, there must be regional agreement on how names are to be recorded during registration (see Section 12.3 – *Standardize locations, names, and other categories)*. Once a standard approach to name recording has been set, interviewers should adhere strictly to that standard.

The names of both parents – mother and father – should be recorded for each individual, regardless of the location of either parent or their current condition (living, deceased, present or absent). In many cultures, it is common practice to record the father's name only; for UNHCR it is necessary to record the mother's name as well. This will permit a full understanding of family structures and dependency relationships.

Whenever relevant, the name of the spouse should be also recorded.

17.4.3 Record sex

This is either female or male. This information is sometimes difficult to determine for young children; **never presume.** For adults, the sex as declared by the individual should be recorded.

17.4.4 Record date and place of birth

Date of birth

Determining event dates, particularly dates of birth, can be difficult. Certain cultures use calendars that do not match the widely used Gregorian calendar. In some refugee contexts, dates of birth are regarded as unimportant. While refugees may demonstrate a varying degree of knowledge about exact dates of birth, the interviewer should try to be as precise as possible when recording them. Dates of birth should be recorded according to the following standard and, in general, should be recorded from existing documentation presented at the interview (birth-registration certificates, vaccination records, school report cards, etc). The UNHCR standard for recording dates is **DD-MMM-YYYY.**

Example:
5 January 2000 should be recorded as 05-Jan-2000

If the exact date of birth is not known, then provide the closest estimate possible, and always use 01 for the "day" field.

Example:
If the refugee was born in March 1961, then record: 01-Mar-1961

If the month of birth is not known, but only the year, then always use 01 for the "day" and Jan for the month.

Example:
If it can only be confirmed that the refugee was born in 1961, type:01-Jan-1961

If the refugee can only state his or her age, the interviewer should convert the information into a year of birth. Conversion tables can be designed and used to quickly convert the age of an individual to the year of birth or to standardize dates between conflicting calendars.

It is often necessary to determine the age of a young boy or girl who has, or is claiming, refugee status. There may be different procedures or programmes for refugees or asylum-seekers who are below a certain age and laws that apply to the general population may also provide age limits. The Convention on the Rights of the Child only applies to persons under 18 years. However, there are practical problems in determining the age of young people. A child's birth may never have been registered or the relevant documentation never issued. Identity papers are sometimes lost, forged or destroyed. Authorities may doubt their validity when they exist.

When identity documents are not used to establish age, age estimates are based on physical appearance. Caution must be exercised with measures such as dental or wrist-bone x-rays, as these techniques only estimate age. Family vaccination cards also can provide estimates of age. If the child is living with his or her natural parents or a close relative, the adults may be able to relate the birth of the child to a local event, to the local calendar, or to a major event.

Whenever a child's exact age is uncertain, the child should be given the benefit of the doubt and accorded the treatment that reflects his or her best interests.

Place of birth

Where possible, information about the location where an individual was born should refer to the town or village of birth. The locations should be recorded according to the standard list of place names and codes and should be the name by which the location was known at the time of birth. If the country, city or town has a new name that is known to the refugee, this should be written in parentheses next to the original name.

Examples:
Leningrad (Saint Petersburg); Zaire (DRC); Indonesia (Timor Leste)

17.4.5 Note and photocopy existing individual identity documents

Record the type of document (family book, passport, national ID card) and number. The type of document should be recorded according to the agreed set of standards, determined earlier, see Section 12.3 – *Standardize location, names, and other categories.*

Copies should be made of existing documents when conducting Level 3 registration, and the originals returned to the individual concerned. Note if copies or original documents have been presented.

17.4.6 Marital status

Use the standard categories for recording marital status, shown in the table below. Registration should account for any changes in marital status as they are made known to the office. Marital status should be recorded as it is recognized in the country of origin unless there is an official change to the status within the country of asylum.

Table 10: Marital Status – Standard UNHCR categories

CATEGORY	DESCRIPTION
Single	Only persons never married should be indicated as single.
Engaged	Refers to engagements that are legally or formally recognized within a community, implying that the couple may need to be considered as such for purposes of protection, assistance, and durable solutions.
Married	Includes common-law relationships, and life partnerships.
Separated	Refers to a legal separation or equivalent that implies that spouses should not be considered together for purposes of protection, assistance, and durable solutions.
Divorced	If divorced and still unmarried, individual should be indicated as divorced. If remarried, individual should be indicated as married.
Widowed	Widowed persons who remarry should be indicated as married.

17.4.7 Level of education

Determining the level of education is valuable; it is crucial for determining appropriate durable solutions, and for planning and setting up education programmes. The number of years of completed schooling should be recorded for years 0-12. After that, the highest level of education attained should be noted. University-level education is normally considered to be of a higher level than technical or vocational-level education. Use the standard categories in Table 11 below.

For refugee status determination, a full educational history is needed for each adult and principle applicant.

Table 11: Educational Level – Standard UNHCR categories

CATEGORY	DESCRIPTION
No Education	No structured education beyond pre-primary level.
1 year (or Grade 1)	Completed at least one year of structured education.
2 years (or Grade 2)	Completed at least two years of structured education.
3 years (or Grade 3)	Completed at least three years of structured education.
4 years (or Grade 4)	Completed at least four years of structured education.
5 years (or Grade 5)	Completed at least five years of structured education.
6 years (or Grade 6)	Completed at least six years of structured education.
7 years (or Grade 7)	Completed at least seven years of structured education.
8 years (or Grade 8)	Completed at least eight years of structured education.
9 years (or Grade 9)	Completed at least nine years of structured education.
10 years (or Grade 10)	Completed at least ten years of structured education.
11 years (or Grade 11)	Completed at least eleven years of structured education.
12 years (or Grade 12)	Completed at least twelve years of structured education.
Technical/Vocational	Any studies related to preparation for specific occupations to employment, self-employment or livelihood supplementation. May also include skills training and apprenticeships.
University Level	Refers to post-secondary university level education. Includes some or extensive university level education, Normally university level education is to be considered a higher level than vocational / technical education.
Post University Level	Refers to graduate university level education, such as graduate and post-graduate level work. Normally post university level education is to be considered a higher level than university level education.
Informal Education	Refers to non-formal schooling, such as at home schooling, self-teaching, and religious education without a structured secular curriculum.
Unknown	Education level unknown.

17.4.8 Record occupational skills

UNHCR standard categories for occupational skills have not been set. Occupational information is collected for different reasons depending on the registration strategy.

Occupations and skills data can refer to:

✔ occupation and skills held most recently in country of origin prior to flight;

✔ occupation and skills performed in county of asylum during the period of exile; or

✔ occupation and skills that a person expects or is qualified to perform as part of a durable solution.

Prior to registration, managers must decide what type of occupation and skills information they are interested in collecting, and train interviewers to solicit the correct information. In refugee status determination, a recent employment history is needed. Pay extra attention to recording skills and occupations of women; avoid categorizing them simply as 'housewives' or 'homemakers'.

Whenever feasible, it is recommended to categorize occupations according to the International Standard Classification of Occupations, (ISCO-88), developed by the International labor organization and used in a wide variety of circumstances and environments. This classification system allows ILO and other specialized institutions to make use of UNHCR registration data when designing targeted vocations and skills training programmes. This classification system has many levels of detail; for UNHCR's purposes "level 2" categories are sufficiently detailed. These are shown in Annex 7.

17.4.9 Record special protection and assistance needs

UNHCR does not expect the registration interviewer to be an expert in the fields of medicine or social sciences. However, individual registration interviews may represent the only occasion for UNHCR to evaluate and assist refugees in need of special protection or assistance interventions. The registration interviewer should therefore be trained to look out for special needs amongst the individuals he or she interviews. See Section 14.2 – *Identify and refer persons with special needs* – for more information.

Noticing and recording a special need on the registration form does not necessarily mean that appropriate action will be taken to protect or assist that individual. Suitable mechanisms must be established to refer individuals with special needs to the proper authorities. The UNHCR referral form (see Annex 12 for a sample form) will help ensure that refugees who appear to need special assistance do receive it.

When verifying existing registration data, interviewers should review any special needs distinctions that already form part of the individual's record. Any questions about existing special needs distinctions should be referred to community services staff.

Table 12: Special Protection and Assistance Needs – Standard UNHCR categories

CATEGORY	DESCRIPTION
Disabled	Physically or mentally disabled. May be either male or female.
Special Legal and Physical Protection Needs	Persons not falling into the other categories that are considered as vulnerable in the particular context. For example, survivors of violence or particular ethnic or religious groups.
Woman at Risk	Woman especially at risk. May include single women or women who are members of family or household, as well as women that are survivors of violence.
Single Parent	May be either a man or a woman. Also may be girl or a boy under the age of 18 years.
Unaccompanied or Separated Child	May be either a boy or girl under the age of 18 years.
Unaccompanied Elder	May be either male or female, normally over the age of 59 years. However, cultural norms should apply in designation of who is an elderly member of the community.
Malnourished	An infant, girl, boy, woman, or man whose nutritional status requires follow up or further monitoring.
Serious Medical Condition	Refers to a particular medical condition that requires follow up, or particular consideration such as in repatriation or resettlement. May include TB or other specific conditions that offices wish to monitor.
Pregnant	Pregnant woman or girl.

17.4.10 Other information

Depending on the registration strategy and level of registration desired, other types of information may be collected, recorded, or verified for persons of concern (see Chapter 5 – *Standard Data Set and Registration Levels*). Standard UNHCR categories exist for the following types of data:

✔ Religion
✔ Ethnic Group
✔ Country of Origin (location and address in country of origin)

See Annex 7 for the categories themselves and the codes to be used.
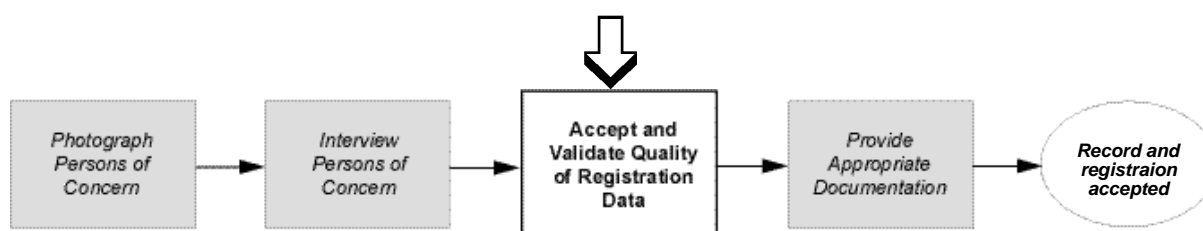
18. Accept and Validate the Quality of Registration Data

By this stage, the person has been seen by a registration staff member, a minimum of information about him or her has been collected, a photograph has been taken, and a record of his or her status of a person of concern has been created.

Registration is not considered to be complete, however, until UNHCR or a government partner has accepted the registration information. If UNHCR and/or a government agency is conducting the registration activities, steps taken to accept the information will be integrated into those activities. If NGOs or refugee volunteers are conducting registration, acceptance of the information by UNHCR and governments requires additional measures.

This process consists of three sub-steps. First, the registration form is completed and signed by the person of concern. The data collected is checked and validated against any data collected earlier. Any discrepancies should be noted. Registration staff assess the quality of the data, and make any comments on its quality and completeness as explained in Section 18.2 below. Finally, if considered valid, the registration data is accepted.

18.1   Complete registration form

By this time in the registration process, registration forms should be complete. All information gathered during the interview should be recorded on the form and copies of relevant documents should be attached.

Checklist to complete registration forms:

✔ The data collected should be reviewed to ensure that it has been accurately recorded. Data collected earlier should be compared and any discrepancies noted and investigated.

✔ If paper photographs are used, they should be attached to the form.

✔ Be sure form is signed or 'thumb-printed' by person concerned.

✔ If control sheets are being used, these should also be completed. This may involve transferring information from one form to another.

✔ The information should be legible to both the interviewer and the person of concern. Any registration or other number recorded on the form should be doubled-checked.

✔ In some situations, certain data elements may be have to be checked with other UNHCR offices or partners.

✔ Basic bio-data should not be changed other than to correct data-recording errors. Since the integrity of the initial data is essential, the data should be kept intact. Any attempt by refugees or others to change core data should be closely investigated by staff.

18.1.1 Permission to share information

All adults – that is, persons 18 years or older, unless the age of majority is attained earlier according to the applicable laws – must be asked for their permission for their personal data to be shared with outside parties.

➢ *The agreement of the individual of concern must be sought and obtained before sharing personal data with outside parties.*

If feasible or if they ask to do so, refugees and others of concern should be able to review the information recorded on the form to ensure that it is accurate and that they agree with it. Adults should then be asked to sign or thumbprint the registration forms.

The wishes of men and women who do not want to have their personal information shared with outside parties must be respected. A box on the form should be checked and initialed to indicate that they do not want to have their information shared. They should also sign the form. Parents and guardians should sign forms on behalf of any of their minor children.

Nevertheless, as mentioned in the Confidentiality Guidelines, UNHCR may be obliged to *share basic bio-data with host governments* (see Section 5.2.1 – *Basic bio-data elements)*. This should be made clear to refugees and asylum-seekers at the time of registration.

18.1.2 Agreement to the terms of voluntary repatriation

Before UNHCR undertakes to repatriate, resettle, or locally integrate refugees and others, all concerned women and men should express their individual willingness for the particular solution. All voluntary repatriation forms must contain a statement in the appropriate language testifying to the voluntary nature of the individual's request for repatriation. This declaration may also contain a statement referring to the individual's awareness and acceptance of the conditions of return.

➢ *The application forms for refugee status determination and voluntary repatriation must be signed by persons of concern.*

The forms should be signed by all adult men and women listed on the form. Parents and guardians should sign on behalf of their minor children.

18.2   Assess quality of registration data

This step gives those who use registration data an idea of the reliability of the information recorded and indicates those areas requiring follow up. An assessment of quality can be done for individual records or for a group of records, depending on the registration strategy adopted. The assessment should be made available to others in the operation and should be linked with the registration records.

A system for recording the quality of the data, known as its 'validation status', is being developed. This system will allow offices to grade the quality of registration depending on the type of registration and the amount of verification applied to the data. This system will be useful for operations in which different levels of registration are achieved simultaneously and for different purposes. Different users of registration data will have an idea of how much confidence they can have in the existing data. Please contact DOS (PGDS/Project Profile) for more information.

In all cases, keep the record of the registration process together with the records. This will allow users to understand how the information was gathered and to what extent the standards have been met.

18.3   Accept or qualify registration data

The registration of a person of concern is not considered to be complete until the registration data has been accepted by UNHCR or a government partner. Acceptance of registration data is crucial when registration is performed by NGOs or other implementing partners. Registration data collected and verified by an NGO may need to be verified, or at least subject to spot checks, before it is included with other registered records.

➢ *Before it is used for any purpose, registration information must be validated and accepted.*

In large registration exercises, where inflation of population figures can be a problem, negotiate with partners, including the refugee community, before the registration or verification, to reach a consensus on what range of data is acceptable to all parties. Consensus should be based on a concrete and known factor, such as an actual shelter count combined with an estimate of average household size (see Section 11.1 – *Estimate population demographics).* If the results of the registration for a particular block or zone fall outside this range, then the registration records for that zone or block may have to be re-verified. Establishing a range prior to the activity will help to avoid conflict between the different parties while still reaching a figure that is acceptable to UNHCR.

Whenever the data does not fully meet standards, it should be qualified. The registration strategy should then be updated to schedule the work needed to achieve the desired standards.

Some degree of privacy is needed for quality
registration interviews.
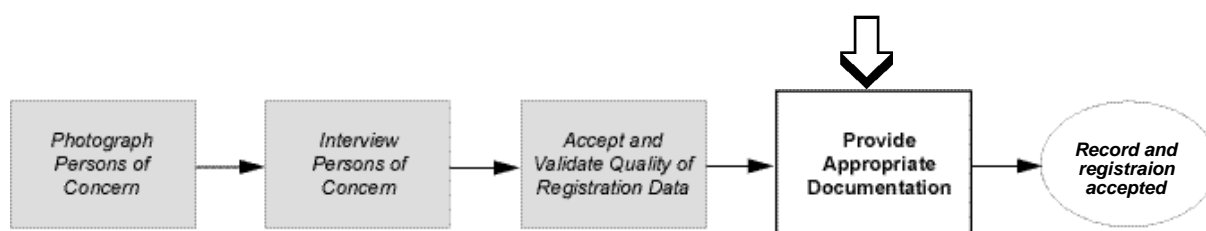
19. Provide Appropriate Documentation

Entitlement documents, such as ration cards, and identity documents fulfill very different roles for refugees and asylum-seekers. Identity documents permit persons of concern to show who they are and that they are under international protection. Entitlement documents give persons access to resources and services in accordance with their assessed needs.

Identity documents provide access to rights such as freedom of movement, education, and work, and protect refugees from harassment, arbitrary arrest and detention. They can also give refugees a sense of identity that is often lost during flight.

Entitlement documents fulfill a specific purpose: they identify beneficiaries, for assistance entitlements such as food aid, non-food items and services. In accordance with UNHCR's commodity distribution guidelines, food and non-food items are normally distributed to families rather than to individuals.

It is vital to be able to link assistance entitlements with individual identity as part of ensuring that assistance is being delivered to the intended recipients. Entitlement documents become more useful when refugees have an independent means of proving their identity, and when they are checked against actual physical presence of the individual to whom the card was originally issued. Individual registration records should record serial numbers of both the (family) ration and the identity card issued to an individual. These numbers should be periodically verified against the documents held by the persons concerned.

19.1 Identity documents

Identity documents are a fundamental tool of protection. They provide protection against refoulement, ensure access to basic rights and assistance, and facilitate freedom of movement. Modern technology, including digital photography, photo scanners, and card printers makes producing identity documents secure, rapid and affordable.

➢ *UNHCR offices should make every effort to ensure that persons of concern are provided with identity documents that are recognized and respected by the local authorities.*

According to the international legal instruments that set out the principles of refugee protection, it is the responsibility of States to provide identity documents to refugees and asylum-seekers who

do not have the means to identify themselves. As a result, the rights and obligations associated with an identity document are largely determined by the laws of the State issuing the document.

In some countries, identity documents provide access to the right to work, the right to long-term residency, and/or the right to greater freedom of movement within the territory. In other countries, identity documents accord refugees only the most basic protection against arbitrary arrest and detention, *refoulement*, and the right to remain within the country of asylum.

Documentation varies, though it generally corresponds to the kinds of documents issued to nationals or resident aliens. Traditionally documents issued have included refugee certificates, refugee cards, Convention Travel Documents, residence cards, or simply a letter informing a refugee that his or her request for asylum has been granted. However, not all of these documents are intended to serve as identity documents, and therefore some are less effective that others in fulfilling this role. Identity cards that have a similar format and content to national identity documents provide the best protection.

Often, documentation is provided through joint UNHCR-government efforts. UNHCR has provided technical and sometimes financial help to some States so they can implement registration and documentation activities for refugees. Some States have sought UNHCR's advice on how best to document refugees. Others have been able to issue identity cards to refugees within programmes designed to provide such documents to nationals and resident aliens.

➢   *At a minimum, UNHCR should help to set standards for identity documents.*

As with many other activities designed to protect and assist refugees, the refugees should be involved in designing and issuing identity documents. Only by consulting the refugees, women as well as men, can UNHCR and its partners gain the community's co-operation during the data-collection phase and be sure that the documents are accepted once they are produced and issued.

➢   *Identity documents should be given equally to all persons of concern, regardless of age or sex.*

For a detailed discussion of standards and procedures in issuing identity documents, consult *Identity Documents for Refugees and asylum-seekers: Guidance on issuing identity documents to persons of concern,* available through UNHCR's Department of International Protection and Division of Operational Support. The table on the following page summarizes the standard information that should appear on the cards or documents themselves.

Individual identity documents should be given to all persons of concern – even newborns.

An example of an identity card is shown in Annex 13.

Table 13: Standard Data for Identity Documentation

MINIMUM STATIC INFORMATION

✔ **Name of Card / Document**

✔ **Name / Logo of Issuing Authority or Authorities:** this should be the relevant Ministry of the Government with the appropriate authority to issue identity documentation to refugees, asylum-seekers and others of concern. This should conform to the national standards. When UNHCR has a significant role to play in issuing the ID documents, UNHCR's name and/or logo should appear as well.

✔ **General Statement of Rights** associated with the Card / Document. At a minimum, reference should be made to the 1951 UN Convention on Refugees if the issuing State is a signatory.

Other static elements frequently included

✓ Name and signature of Minister responsible for refugee-related affairs
✓ Status of individual to whom document/card is issued
✓ Government seals and stamps
✓ Embedded security features such as watermarks, ultraviolet printing, holograms, and particular markings

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MINIMUM VARIABLE INFORMATION

✔ **Unique document number / Individual identification number**
✔ **Given Name (first, last and others as appropriate)**
✔ **Sex**
✔ **Date of Birth**
✔ **Photograph of Individual**
✔ **Date of Issue and Date of Expiration**

Other variable information frequently included

✓ Place of Birth (city/town/village and country)
✓ Nationality of Individual
✓ Date of Arrival (in host country)
✓ Port of Entry (in host country)
✓ Period of Validity
✓ Place of Issue
✓ Signature of Individual
✓ Distinguishing Features (height, weight, eye color, hair color)
✓ Alternative Names (such as 'nom d'usage')
✓ Address, current residential location

19.2   Entitlement cards and documents (ration cards)

In large populations and camp environments, entitlement documents are often issued on a family or household basis, while identity documents are issued on an individual basis. In some assistance systems, it may be possible to administer assistance without any entitlement cards. Nevertheless, holding the card can be an important means for beneficiaries to safeguard their rights to entitlements and to protect themselves against any errors in or manipulation of the registration system.

Issuing ID cards will not necessarily solve problems related to identification of beneficiaries. **Ration card issuance and food distribution lists have to be based on verified residence and continued presence at the site in question.** This is in addition to valid registration.

19.2.1 Individual entitlement documents

Where benefits, services, or assistance is provided on an individual basis, entitlement documents should be issued to all eligible individuals. In instances where only a certain part of the assistance is provided to individuals, for example to all elderly persons or all persons with special needs, these individuals should also be provided with individual entitlement documents. The cards should include only basic details of the card holder, such as name, unique card number, date of birth, and issuing authority. In most cases the card number should not be the same as their personal registration number. Record the card number in the individual's registration file and in the database if one is being used. Depending on the type of benefits associated with the cards, security features should be introduced to prevent fraud, tampering and forgery.

19.2.2 Family and household entitlement documents (including ration cards)

In most situations, refugees receive benefits, food and non-food items on a household basis. Consequently, entitlement cards are issued to a household. Use the standard family and ration cards, shown in Annex 14 and which can be ordered through Headquarters.

➢   *Family and ration cards must bear the name of the main female and male beneficiary in the household.*

Information that should appear on the family card is:

- ✔ Card number
- ✔ Names of the main female and male members of the household
- ✔ Date issued
- ✔ Issuing clerk or officer
- ✔ Confirmed family size (punched and written into the card)

✔ Location and / or address
✔ Special needs

In operations where there is an important food component, WFP and UNHCR may agree that the WFP logo is printed on the card along with that of UNHCR.

Most ration cards have limited durability and will need to be replaced on a scheduled basis. Ration cards can only be issued after the size of the family is ascertained. If the family is not complete when registration takes place, then entitlement documents should be issued to cover only those persons who have presented themselves.

19.3   Manage expiration and renewal of documents

Renewal of documents and cards requires careful analysis of the protection and operational context. Careful planning and the selection of expiration dates determine the flux of renewals, and the extent to which the process of renewal can serve operational goals. In general, use the renewal of identity and entitlement documents as an opportunity to revalidate registration information and to assess the need for continued protection.

Expiration dates can be derived from the date of issuance; this will stagger renewal requests. This approach is useful when card re-validation can be done in a stable environment and avoids mass processing exercises. It permits a more individualized approach during which UNHCR and others can better assess the needs and condition of persons of concern.

In cases where the government promotes identity documents with unlimited validity, the expiry management could be done "outside" the card, through publicly announced card renewal exercises or through the introduction of new document design whenever the government or UNHCR insists that old cards are no longer valid.

Letter format documents can be extended by the addition of text at the bottom of the letter. For reasons of security and to avoid known fraud, renewal should always be done in person and by UNHCR when UNHCR has issued the documents. Renewals should be stamped, dated and signed.

Protection letters are less durable than laminated identity cards and may need to be renewed more often.

A way of avoiding complete re-issuance of cards in case of their expiration is to fix secure stickers onto the cards. Such stickers should be durable and secure from tampering and forgery. Re-validation stickers are a useful tool for the re-verification of beneficiary caseloads, especially in

protracted refugee situations or in case of incomplete deregistration of departing refugees (repatriation, resettlement).

Ration cards need to be replaced when all of the 'holes' have been punched. This is normally between 24 and 36 months after the date of issue, depending on the frequency of distributions.

19.4 Variations

19.4.1 Emergencies/mass movements

Issuing personal identification documentation has been considered a low priority during past emergencies, and was rarely mentioned in emergency-planning discussions. Experience shows, on the contrary, that in some rapid-onset situations UNHCR's fundamental role may consist of providing identity documents to refugees and others of concern. Simple manageable steps for early registration and documentation must thus be a part of all contingency plans.

When determining the purposes for and kind of identity documents that may be issued during an emergency, consider:

- the need for individual identification documents;
- the possibility of a systematic destruction of identity documents in the country of origin prior to flight or during departure;
- potential return scenarios;
- access to and location of the persons of concern; and
- resources, partners, security and logistics.

In short-lived refugee situations, when issuing identity documents may not be practical or feasible, some sort of card (token, temporary card, ration card) is can be issued for camp-management purposes. See Annex 14 for the standard for family cards.

Family cards can provide a temporary substitute for personal identification documentation during an emergency. The cards contain the names of both a male and female household representatives, and indirectly show that the persons named on the card are of concern to UNHCR and have registered with UNHCR.

19.4.2 Refugee status determination

Normally, States provide recognized refugees with identity documentation in accordance with national laws and standards. This documentation is usually delivered in the form of a card once a decision concerning status has been made.

When determining the type and form of identity documentation to be issued to individual

recognized refugees consider:

- documentation provided by the host government;
- government practices and procedures for national identity documents;
- form of national identity documents;
- rights accorded to persons with refugee status;
- prospects for durable solutions;
- situations in which the individual will use such identification;
- age at which such identification is needed or is useful;
- issuance and renewal procedures; and
- risks of fraudulent use or forgery of refugee identity documents.

When UNHCR is conducting refugee status determination under its mandate, UNHCR must issue documents to registered Applicants for RSD and to refugees who are recognized in mandate RSD procedures. Procedures for issuing these documents are set out in the *Procedural Standards for Refugee Status Determination under UNHCR's Mandate.*

A "UNHCR Asylum-seeker Certificate" must be issued to every Applicant for RSD, including family members/dependants who are applying for derivative status upon registration. The uniform standard for this letter is attached in Annex 13(b).

The "UNHCR Refugee Certificate" should be issued by UNHCR offices to every refugee who is recognized under UNHCR's mandate. The uniform standard for this letter is shown in Annex 13(c).

The primary function of these two documents is to attest to the status of the recipient as a person of concern to UNHCR, either as a registered asylum-seeker or a refugee. Therefore, neither of these two documents is designed or intended to serve all of the purposes of an identity document. UNHCR should pursue additional measures to ensure that persons of concern receive recognized identity documents where this is necessary to promote their protection or access to available assistance in the host country.

19.4.3 Voluntary repatriation

In repatriation exercises, it is important to ensure that the government of the country of origin recognizes identity documents issued in countries of asylum. Increasingly, governments will issue appropriate and harmonized documentation to all citizens, but identity documents issued in countries of asylum may facilitate this process and ensure that returnees have some means of identification in the interim. This matter should be addressed during tripartite discussions on recognizing civil registry documents (such as birth, death, marriage and divorce certificates) and education certificates.

When determining appropriate documentation in a repatriation environment, consider:

● plans for assisted return movements (logistics, return grants/packages);
● country of origin intentions for issuing identity documentation to returnees;
● bio-data (personal information) requirements in the countries of origin and asylum;
● transferring and sharing registration data between UNHCR offices;
● deregistration in countries of asylum and cancellation of asylum identity and entitlement documents; and
● confidentiality concerns in sharing individual information.

Ideally, photo identification documentation should be provided to those repatriating. Voluntary Repatriation Forms (VRF) have partly served this role in some operations, allowing UNHCR and partners to identify returnees for assistance and logistical purposes. However, the VRF form is normally issued on a family basis and therefore does not meet the requirement of individualized identification. In addition, VRF forms are often collected from returnees once they have reached the areas of return in order to maintain records of movements and assistance provided and to avoid attempted fraud, such as "recycling".

19.4.4 Resettlement

There is great concern over the incidence of fraud and abuse in resettlement programmes. Manipulation of identity is one way unscrupulous people try to abuse the system. Persons with no claim to refugee status falsely assume the name and identity of a recognized refugee or of someone who has been accepted for resettlement. Posing as the individual in need of protection and resettlement, an impostor benefits from the protection and assistance intended for those genuinely in need, compromising UNHCR and the international protection regime. One way to address this problem is to improve the means of verifying identity.

Issuing identity documents that have a minimum of security features but are linked to a secure record in either paper or electronic format is a good, relatively low-tech way of combating this type of fraud.

✔ **Timing:** The sooner that a person's name and other bio-data can be linked to a photograph or other distinguishing feature, such as a fingerprint or signature, the less the opportunity for manipulation. This may necessitate taking photographs at the first registration contact with UNHCR, even if there is no immediate need for them.

✔ **Security of cards and records:** Internal audit procedures and security of physical and electronic records are needed to ensure that staff cannot manipulate refugee records by switching names, photographs, signatures, or other bio-data. The identity documents should be resistant to simple forms of fraud, such as forgery or alteration of the information they contain.

✔ **Possibility of verification:** Randomly and routinely the actual person and his or her distinguishing features should be compared to the record on file. Partners and/or States may have to assist in the verification process. For example, ensuring that Ms. X, who was approved for departure to a resettlement destination, is actually the individual who boarded the plane and arrived at the destination, requires sharing information with several partners, including those in the resettlement country.

In offices with significant resettlement activities, documentation issued to refugees should be assessed with the above factors in mind. UNHCR is under increased pressure to deliver reliable and credible resettlement programmes. Proper documentation is essential in ensuring that resettlement remains a tool of protection and is provided to those who need it.

Verification and
Deregistration Process

This part of the Handbook contains information on:

- A *'toolbox'* of practical techniques for verifying registration data
- The *reasons for deregistering* persons of concern
- How to *manage deregistration* in each case
- How to manage registration *when persons of concern move* from one location to another

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Overview

From the beginning of an operation and/or starting from the time an individual becomes of concern to UNHCR, the data known and verified about the individual should progress from level 1 through to level 3. This may be done all at once, when the information outlined in level 3 is collected in the first contact with an asylum-seeker. In other situations, the progression is more gradual as additional information is gathered according to management needs and capacities. Not all of the information defined in the third level will be necessary for every situation. Alternatively, additional information beyond the standard data set shown in Annex 7 may be required in other situations.

Registration data should always be current. In addition to providing important information for protection purposes and for assistance distribution, regular updating and data management reduces the need for costly and complex mass-registration exercises. Systems and procedures should be in place to:

- register new arrivals;
- register births, deaths, marriages and other events, and adjust registration records, refugee cards, etc.;
- deregister departed refugees and others of concern;
- cancel lost, stolen or damaged refugee cards and issue duplicate cards.

To keep data as current as possible:

✔ Update information as often as necessary and be sure that significant changes that affect protection and assistance are reflected in the refugee register.

✔ Use regular encounters with refugees, such as interviews, monitoring visits, house visits, food distributions, and counselling on voluntary repatriation, to verify and update existing information and to capture new data.

✔ Conduct spot checks and sample surveys to verify existing data.

Continuous registration activities are better than periodic registration exercises. Ongoing registration works best if there are permanent registration offices or regular registration hours in a permanent refugee office, or if mobile teams of registration personnel conduct weekly/bi-weekly or monthly/bi-monthly circuits. Only when continuous or regular registration cannot be arranged should it be necessary to begin with a large-scale registration.

20. Apply Verification Techniques

Verification is an important component of on-going registration. In any registration there must be some element of verification of the data. This is true in initial registration – the first time a person of concern in registered – or in any subsequent activities in which data is updated or added to. Verification involves checking everything from whether the registration record is correct, to whether it relates to the person it is supposed to relate to, to whether the person it relates to is in fact, or continues to be, a person of concern. A combination of techniques is used to verify registration data.

20.1   Choose verification techniques

The most common verification techniques are detailed below. Please provide PGDS or Project Profile (DOS) with feedback on their use and any refinements required in the description of the technique and how to use it. In addition, DOS would be grateful for any input on additional techniques that should be added to this practical list.

20.1.1 Check physical presence

One of the best indications that a person resides in the host country is by confirming that they live at a known location where they can be readily found and from where they can make use of the protection and assistance services available to them. Accurate information on the location of households must be readily available to staff involved in verification. Households should be visited regularly in combination with calling families to present themselves at the registration office or center. The physical presence of each family member should be checked both at the household location and whenever the family comes to the registration center. It may be necessary to visit camps and settlements without warning or with only short notice in order to get an accurate idea of which individuals actually constitute a household.

Be aware, however, that refugees and displaced persons need freedom of movement in order to cope and develop self-reliance. Evidence of regular physical presence in a camp or at distribution or service sites helps confirm identity and continuing need of a refugee, but true absence should be based on a pattern of behavior over time. Families should be asked why an individual member is missing. Claims that the person will return should be followed up with further visits.

20.1.2 Check the use of standard personal and location names

When personal names or location names have not been properly standardized, the same person or family may inadvertently have been recorded more than once under different spellings. Data should be routinely checked for possible alternative spellings. Sort names alphabetically to group and locate duplicate words with spelling variations. Alternatively, filter different parts of the record set (age, sex, ethnicity, for example) and make a visual check for possible duplicate records resulting from non-standard spellings. Standard spellings should then be introduced in the registration system to prevent similar errors.

20.1.3 Check for multiple records

Lists of standard names and places of origin can help verify data.

Multiple records for the same person or family may result from deliberate "recycling" by members of the population with the aim of obtaining additional assistance, or may result from errors of procedure or errors in data-entry or management. Posing as a new arrival or "borrowing" another family's children are common recycling strategies. But multiple records also can be created when registration staff do not determine whether there is an existing registration record when they accept a new one. To check for duplicate or multiple records that may relate to a given individual or household, data can be filtered by address, family size and composition, place of origin and/or different parts of the name, for example. The resulting lists should then be examined visually. Any apparent duplicate entries should be marked, and the families concerned should be visited at home or asked to present themselves at the registration center in order to resolve the apparent duplication.

Photographs can be very useful for identifying multiple records for the same person, especially if groups of possible multiple records are first narrowed down through filtering. Where there is a persistent problem of multiple registration of children, registration and verification activities should be combined with health checks and/or vaccination campaigns for mothers and children. In this way, the accuracy of both the health records and the registration records can be verified while children and their parents benefit from improved health surveillance.

It is much easier to check for multiple records when biometrics are used. The biometrics database should be regularly queried for possible duplicates. Potential duplicates should be marked and the cases visited at home or called to the registration center for further verification. Duplicates can then be resolved, while persons with similar biometric records can be identified as such, or may be asked for additional biometric or other information to help distinguish between them.

No matter what technique is used, be careful not to delete genuine records on the grounds that they appear to be duplicates.

20.1.4 Check if the individual is a person of concern or a member of the local population

Members of the local population may sometimes try to register as persons of concern. In some situations, it may be difficult to distinguish them from the refugees. There are several ways to differentiate the one population from the other:

✔ **Visual clues** – Clothes and body language may provide initial indications, but should not be the sole determinant.

✔ **Language differences** – Registration and verification teams should include people who can identify country or area of origin through differences in language.

✔ **Knowledge of locations and conditions in country of origin** – Interviews should include questions to verify knowledge of the stated area of origin. Resource persons with knowledge of those areas should be consulted, and maps and lists of events should be gathered by the team to facilitate cross-checking.

✔ **Continued residence in assistance sites or in camps in the country of asylum** – *See §20.1.1. – Check physical presence above.* Residence in a camp or at an assistance site is usually a clear indication that persons or families belong to the population of concern. Residence should be regularly checked through visits to the household. Household visits also help to ensure that deaths and spontaneous departures are recorded. No-show data from food or commodity distributions can also be used to help focus and target house visits in blocks or sub-sections of a camp.

✔ **Interest in returning to the country of origin** – At an appropriate point in an operation, information on the future intentions of the population can be added to the registration data. While the data collected will primarily support solutions-oriented protection and assistance and planning for voluntary repatriation, the information may also help to identify individuals or families that are not members of the population of concern.

✔ **Assistance from the refugee population** – The population of concern will normally co-operate in identifying verification techniques, such as knowing specific geographic and linguistic details, and should be consulted.

✔ **Assistance from local authorities** – Local authorities should also be consulted. The national population of the country of asylum may have been registered and issued identity cards, making it possible for data from refugee registration to be compared with these records. The authorities may also wish to improve their records and introduce their own forms of verification in the area of operations.

✔ **Fixing of new arrivals** – New arrivals from the country of origin, those from the country of origin who may already be registered, and those who may have been in the country of asylum for longer but who arrived for reasons unrelated to the refugee situation must also be distinguished. New arrivals should be given a fixing token or wristband to distinguish themselves from these other groups.

20.1.5 Check household composition

Household composition may have been incorrectly recorded because of time pressure, incomplete inquiry or untruthful statements. The groupings in which displaced people choose to live is an important piece of information that has a direct bearing on their protection and potential solutions.

A household is defined as a group of persons of concern living at the same address. It is not, as is sometimes understood, "a group of persons of concern sharing one ration card". The best way to verify the composition of a household is to visit all households and see who is living at the same address. Without this physical, on-site check of the household, declared household units tend to become smaller over time in an effort to optimize the benefits of household-level assistance, such as non-food items. Verifying households should be done both on a house-to-house basis and at a stable registration, alternately and in combination.

20.1.6 Check family relationships

As with household composition, the accuracy of records of family relationships should be improved over time. One of the aims of registration and verification is to arrive at an "independently validated" set of family relationships, i.e., a set that is not unduly influenced by a particular set of benefits, such as non-food items or resettlement. This can best be achieved by checking the accuracy of family relationships at neutral periods and in a neutral context. People are more likely to give a full and accurate picture of their relationships if the process is seen as independent and distinct from the process of building a case for a particular decision or entitlement. Registration staff should explain that it is important for protection purposes to record which of the adults is/are the actual parent(s) of the child, for example. To be sure that the registration process, itself, doesn't impose uncomfortable or exploitative relationships within families, UNHCR's registration standards require that each family relationship be independently confirmed by both parties.

**Additional tips for checking family composition are described in the
UNHCR Resettlement Handbook, Section 5.6.5,
page V/25 (IOM/67/1997-FOM/74/1997 of 24 September 1997 and
IOM/41/2002-FOM/39/2002 of 15 March 2002).**

20.1.7 Check identity

The link between a registration record and a specific individual must be verified. When the record does not yet include a photograph, any prior form of identification carried by the person should be checked against the name recorded. The way in which the name is recorded should be checked with the person. Ration cards, health cards and other recently issued documents should be examined to ensure that they all relate to the record and the person concerned.

When the record includes a photograph, the above steps should be supplemented with a visual check that the individual is the same as the person in the photograph. Current and prior identity documents should be checked to verify that any photographs included in them show the same person.

When a biometric has been captured for the individual, the identity check consists either of taking a new biometric and electronically comparing it to the one already linked to the record, or of making a visual comparison in the same way as is done for a photograph. While the visual check can be done frequently, the electronic check should be repeated at least once a year and at specific times when an individual is part of a case being submitted for an important decision.

20.1.8 Check use of services and assistance

Patterns of accessing services indicate physical presence (see above) and can show whether an individual or family resides in, or continues to reside in, a camp or assistance site. Data on attendance at distributions, schools and feeding centers, and use of health facilities, has to be obtained from the agencies responsible and compared with registration records. Low attendance at distributions or service facilities should trigger a verification activity, such as a household-level check, in the relevant section or block area of a camp.

20.1.9 Check special-needs status

Information on special protection and assistance needs may change from one period of time to another. This information should be regularly checked and updated for each individual. Trained and experienced staff should be responsible for this verification activity. The main sources of information are the responses or declarations of the individual or accompanying family members and visual observation; but referral slips and health records should also be consulted when available.

20.1.10 Check solutions status

Try to determine whether the prolonged or frequent absence of an individual or family may be because a durable solution, either spontaneous return to the country of origin or local integration,

was found. Progress on voluntary repatriation, resettlement and self-reliance as a step toward local integration, should also be reflected in updated records.

20.1.11 Check whether the individual or family is still of concern

An individual or family may cease to be of concern for one of the five reasons described in Chapter 21 – *Deregister individuals and households.* Protection staff should periodically verify that members of the population of concern continue to be of concern, and to ensure that registration records are updated accordingly.

20.1.12 Set/update validation status

All registration records have a "validation status": a comment by the registration team concerning the accuracy and completeness of the record. When records have been comprehensively and recently updated, their validation status should be upgraded to reflect this.

20.2 Triangulate data

Triangulation is the systematic use and comparison of independent data and/or data collection methods. The degree of confidence in the validity of results can be greatly increased by comparing information and estimates obtained from different methods of data collection. This is a particularly effective use of other types of population data, such as health records or presence at food distributions, to corroborate and enhance the accuracy of registration data. Also, survey results, (see Section 11.2 – *Use of surveys to supplement registration),* can be combined with registration data to provide a more comprehensive picture of the population.

Data triangulation uses a variety of data sources, such as health records from medical NGOS, informal reports by community groups within the camps, and information from block leaders. Whenever possible use two or three measures or sources of data such as observations, interviews, surveys and data collected by other organizations. Data compiled from different sources is likely to be more robust. Compare information from the different sources to confirm names, or ages of persons of concern, or that a person of concern remains in the country, or that they are a not a local villager. The results of different verification techniques can also be compared by "triangulation" to increase the confidence in the results.
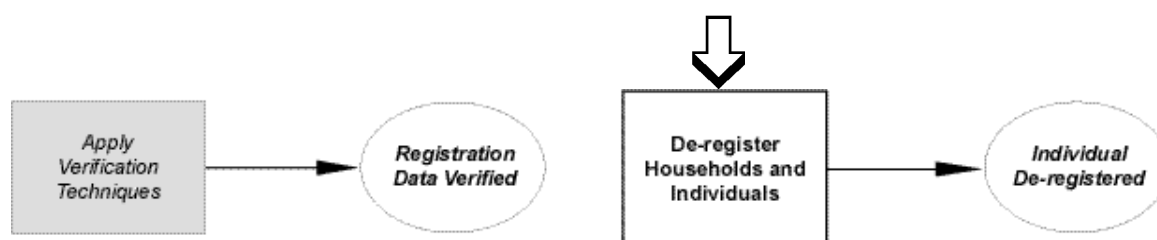
21. Deregister Households and Individuals

Once a person is no longer of concern to the organization, they should be deregistered and any documentation provided to them recalled and/or invalidated.

Procedures and criteria for deregistration should be developed by protection staff, and should be made known to the stakeholders in registration.

Deregistration is a protection issue, and any decision to deregister an individual should be made after confirmation by UNHCR protection staff and the Head of the office.

Deregistration is rarely simple. Criteria for determining that a person is no longer of concern are not always well defined and their application is not evident. It can be difficult to assess or to know who is no longer of concern within a large and diverse population. Refugees may repatriate or leave for another country without notifying the registration office, sometimes leaving their refugee documents (identity cards, ration cards/entitlements) with their fellow refugees or local citizens. Deaths are not reported or not brought to the attention of the registration office for fear of losing benefits. Criteria for determining if internally displaced persons and returnees are still of concern are rarely well established or uniformly applied. It may not be clear how to manage repeated absences at verification activities or distributions. The de-activation of a record, for example, in cases of prolonged absence, where a person of concern to UNHCR is no longer seeking active assistance from UNHCR and is removed from distribution lists, should not be confused with deregistration.

There are five conditions under which an asylum-seeker or refugee is no longer of concern and therefore could be deregistered. These are:

    a) Final rejection of asylum claim;

    b) Cessation of refugee status;

    c) Cancellation of refugee status;

    d) Revocation of refugee status; and

    e) Death.

Each of these five reasons is discussed separately in the sections below.

➢ *When moving from one country to another, refugees and asylum-seekers remain of concern to UNHCR until such time as their official status has been changed for one of the five reasons indicated above.*

For **internally displaced persons** there are no international instruments that define when their situation as an "internally displaced person" comes to an end. Unlike the status of a "refugee", where a particular set of rights of refugees and responsibilities of states are more clearly articulated, the predicament of becoming or ceasing to be an IDP is not attached to a "legal" status, per se. Instead, the legal situation of IDPs tends to be described in terms of human rights law and international humanitarian law, particularly in cases of armed conflict.

Deregistration is an important yet often overlooked component of internally displaced protection efforts. Failure to establish or agree upon criteria for registration and deregistration, or to effectively implement deregistration procedures for internally displaced persons can lead to confusion about their demographics and condition, difficulties in assessing and monitoring effectiveness of interventions, and can cause additional distress and diminished protection for the persons concerned.

National authorities have the primary duty and responsibility to ensure that the fundamental human rights of IDPs are protected and that durable solutions are found for them. They must restore the conditions under which their right to freedom of movement, including their safe and dignified return becomes possible. This may include addressing some of the systemic and underlying root causes of the displacement such as re-establishing the rule of law, creating mechanisms to promote and defend human rights, and restoring effective judicial processes that can resolve property and other disputes arising from the displacement.

The UN Guiding Principles on Internal Displacement, Principles 28-30[17] set out standards for return or resettlement and reintegration of internally displaced persons. Internally displaced persons have the right to return voluntarily, in safety and in dignity, to their homes, or to resettle voluntarily in another part of the country. Once the underlying causes of their displacement have ceased, internally displaced persons should be able to return home unless compelling reasons prevent such a return. Similarly, they should not be forced home against their will, and should be allowed to live in another part of the country in accordance with normal human rights principles if they so wish. They should not face discrimination as a result of having been displaced, they must have the right to participate fully and equally in public affairs at the local, regional, and national levels, and they must have the right to and equal access to public services. Internally displaced persons should also enjoy the right to regain their property and possessions, or be justly compensated by the State for any losses incurred.

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[17] UN Guiding Principles on Internal Displacement (UN document E/CN.4/1998/53/Add.2), 1998.

In any given IDP situation it is important to identify, in advance, the precise purpose of the "registration" of the IDP in the first place. (i.e. what practical consequences flow from registration). At the time of deregistration by UNHCR, it will be important to identify the practical and legal consequences of any formal "deregistration" to ensure IDPs are not left in a vulnerable situation. As a result, any criteria for ending an individual's recognized identification as 'internally displaced' must be based on a **qualitative** assessment of their enjoyment of fundamental human rights and their continued need for protection and assistance.

Any decision by UNHCR to end support for IDPs should not be taken unilaterally. Rather it should be taken after adequate consultation with other actors that may also have assumed responsibility for the protection and assistance of IDPs - in the spirit of the "collaborative approach" – and with the full support and cooperation of the State concerned.

For **non-refugee stateless persons,** the acquisition of a nationality or citizenship would ultimately lead to deregistration as a person of concern to UNHCR. Only States determine who are their nationals and, conversely, which persons are not nationals. Consequently, UNHCR is not in a position to declare someone to be either stateless or a national of a given State. Both registration and deregistration of stateless persons should be based on available information from the relevant State(s) regarding the civil status of the individual or population concerned. While statelessness formally ends when someone has confirmed nationality in a given State, any instances in which protection concerns continue due to lack of an *effective* nationality should be reported to Headquarters for consultation prior to deregistration.

21.1   Generic deregistration procedures

The following list shows some of the generic procedural actions to take in cases of deregistration. More specific guidance for each of the circumstances leading to deregistration is provided in the following sections.

In all cases of deregistration:

- ✔ Establish regular links between the refugee register and other parties responsible for determining the end of an individual's status as person of concern so the registration records are routinely updated.
- ✔ Update but do not delete the relevant registration record(s) including any family and household records, indicating the reasons for deregistration.
- ✔ Archive the relevant registration records.
- ✔ Recall and cancel the relevant registration documents and cards.
- ✔ Notify appropriate agencies about the cancellation of the individuals' right to entitlements (assistance and services).

➢ *Registration records should never be destroyed or deleted, including those of persons who are no longer of concern and have been deregistered.*

21.2   Deregister due to rejection of asylum claim

Asylum-seekers may have their claim rejected. As a general rule, asylum-seekers whose claim for refugee status has been properly rejected cease to be of concern to UNHCR. However, a person whose claim for independent refugee status has been rejected may also have applied for derivative status as a dependant of an asylum-seeker or refugee. Deregistration of the individual in question should not take place until after a final negative decision in any pending RSD pending application has been made.

Deregistration of rejected asylum-seekers should not take place until after the appeal period has expired, at which point the negative RSD decision can be considered to be final. In accordance with the UNHCR's policy that some flexibility be incorporated into appeal procedures, to permit the acceptance of appeal applications that are received after the deadline in appropriate cases, it is recommended that deregistration not take place until a reasonable period after the appeal deadline has expired.

Any documents that have been issued to them relating to their status as an asylum-seeker should be recalled and cancelled, including any identity documents or registration related documents issued by UNHCR (such as the UNHCR Asylum-Seeker Certificate; see Section 19.4.2 – *Refugee status determination*).

Family members/dependants that are part of the rejected claim should also be deregistered, and any documents issued to them relating to their status as part of the rejected asylum claim should be recalled and cancelled. However if they have an independent claim of their own, or are part of another claim as a family member/dependent, they remain of concern to UNHCR and should not be deregistered.

Asylum-seekers who are properly rejected in RSD Procedures may nonetheless be permitted by the host country authorities to remain in the host country for humanitarian reasons that are unrelated to UNHCR's mandate Such persons would, in most cases, no longer be of concern to UNHCR and should be deregistered.

Procedures to deregister rejected asylum-seekers should be undertaken with the advice of UNHCR Protection staff.

As with all persons of concern, registration records of rejected asylum-seekers should never be destroyed or deleted.

21.3   Deregister due to cessation of refugee status

As with all reasons for which refugee status is ended, cessation of refugee status is a protection issue, and any deregistration due cessation should be done in conjunction with protection staff.

Article 1C of the 1951 Convention on refugee status sets out the conditions under which a refugee ceases to be a refugee. These are:

- voluntary re-availment of national protection;
- voluntary re-acquisition of nationality;
- acquisition of new nationality;
- voluntary re-establishment in the country where persecution was feared;
- reason for becoming a refugees no longer justified due to changes of circumstances in country of nationality where persecution was feared; and
- reason for becoming a refugee no longer justified due to changes of circumstances in country of habitual residence where persecution was feared.

The first four clauses of Article 1C reflect a change in personal circumstances brought about by the voluntary act of the refugee. The other two clauses relate to changes in the objective circumstances that were the basis of the recognition of refugee status. The six cessation clauses are interpreted in the *Handbook on Procedures and Criteria for Determining Refugee Status*. The Department of International Protection has recently issued updated guidelines concerning the interpretation and application of the last two clauses: the "ceased circumstances" clauses, Articles 1C(5) and 1C(6).[18] Procedures for cessation of refugee status under UNHCR's mandate are described in the *Procedural Standards for Refugee Status Determination under UNHCR's Mandate,* Chapter 11. Seek advice from and the participation of UNHCR protection staff when setting up procedures for deregistration related to cessation of refugee status.

It is important to note that a former refugee may remain of concern to UNHCR for some time after cessation of refugee status.

21.3.1 Deregistration due to re-availment of protection or re-acquisition of nationality

The application of these two clauses, Article 1C(1) and 1C(2), is relatively rare and they concern persons who remain outside their country of nationality. In both cases, the true intention of the individual to re-avail themselves of the protection of the country of nationality must be confirmed. There are three requirements in these clauses: the refugee must act voluntary; the refugee must intend by their actions to re-avail himself or herself to the protection of the country of their nationality, and the refugee must actually obtain such protection.

Normally, once refugee status has been terminated, the individual should be deregistered. All documents relating to their status as a refugee should be recalled and/or invalidated.

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[18] *Guidelines on International Protection: Cessation of Refugee Status under Article 1C(5) and 1(C)6 of the 1951 Convention* (HCR/GIP/03/03 of 10 February 2003 issued under cover of IOM/12/2003- FOMR/12/2003 of 10 February 2003 refers). *The Cessation Clauses: Guidelines on the Application* of 1999 are still relevant in respect of Article 1C(1) to 1C(4).

In such cases, any family members/dependants who have been granted refugees status on the basis of family unity, and who do not benefit from any form of national protection, will continue to benefit from refugee status.[19] They remain of concern to UNHCR and should not be deregistered.

As with all persons of concern, registration records of those who have re-required the protection of the country of nationality but remain outside their country of nationality should never be destroyed or deleted.

21.3.2 Deregistration due to acquisition of new nationality and protection from that State

As with the first two clauses, this cessation clause, Article 1C(3), is based on the fact that a person who enjoys national protection is not in need of international protection. The nationality acquired through naturalization based on residence or marriage is normally the nationality of the country where the individual is residing, but could be the nationality of another country as well. In either case, if the individual enjoys national protection, then their status of as a refugee should cease, and the individuals deregistered according to established procedures. This is the clause that normally applies in cases of local integration or resettlement as a durable solution.

When an individual acquires a new nationality, their family members/dependants benefiting from derivative status remain refugees, and therefore of concern to UNHCR. An example would be when the mother remarries a national and acquires the nationality of her husband. While she ceases to be a refugee, her adult dependent children would remain refugees, and as such persons of concern to UNHCR.[20]

21.3.3 Deregistration due to voluntary re-establishment in country where persecution was previously feared

This clause, Article 1C(4) of the 1951 Convention, applies to both refugees who have a nationality and to stateless refugees. The clause refers to "voluntary re-establishment". This is to be understood as return to the country of nationality or country of former habitual residence with a view to residing permanently there. A temporary visit to the former home country, such as a "go and see visit" or to visit a sick family member, does not constitute "re-establishment" and will not involve loss of refugee status. Re-establishment must be effective, in that the necessary conditions to permit re-establishment must exist within the country of origin, and the individual concerned must be able to do so.

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[19] See paragraph 187 of The Handbook on Procedures and Criteria for Determining Refugee Status, January 1992.

[20] Ibid.

This clause is applicable in voluntary repatriation situations. Deregistration is important in voluntary repatriation operations. When people move from one country to another, particularly in the case of organized repatriation, they need to be removed from the refugee registers of the country of asylum and their registration transferred to the registers of the country of return.

The transfer of the registration, and therefore removal from the register in the former country of asylum, should take place when a person has actually left the territory of exile. Application for voluntary repatriation should not result in automatic deregistration of the individual concerned; people may change their mind or their departure may be cancelled or delayed. In organized repatriation movements, the final and verified passenger manifests, particularly when confirmed by the receiving party, can serve as a record of movement. This list, combined with signed voluntary repatriation forms, can be considered adequate cause to transfer the registration of the individuals concerned to their new location, and remove them from the register of their former location.

In situations where return movements are spontaneous or are not assisted by UNHCR, it is harder to determine if a voluntary return has actually taken place. A person should only be deregistered in the country of asylum after it has been confirmed that their absence from the territory of asylum is persistent, and that their return to the country of origin has been voluntary and has taken place in safety and dignity.

The registration records of persons concerned should be "transferred" to the registers of returnees in locations of return. Individuals remain on the lists or databases of returnees for as long as needed to assess and confirm the effectiveness of their re-establishment in the country of origin. Returnee registers are also needed for protection and assistance monitoring and provision. Only core registration data should be transferred from the UNHCR office in the country of asylum to the relevant UNHCR office in the country of return (see Section 5.2 – *Basic bio-data and core registration data).* By contrast, any specifics on the nature of their claim, on the particulars of the decision to grant them refugee status, or other information that may have a protection or sensitive component should not be shared with the country of origin. Future responsibility for the maintenance of the registration record is also transferred to the new office and location. Any records or registration data retained in the country of asylum for protection reasons remain the responsibility of the office in the country of asylum.

As with all persons of concern, registration records of those who have voluntarily repatriated to their country of origin should never be destroyed or deleted.

21.3.4 Deregistration due to changed circumstances in the country where persecution was feared

Cessation under Article 1C(5) and 1C(6), refers to fundamental changes in the objective conditions in the country of origin removing the circumstances give rise to refugee status. In such cases, UNHCR or States may declare that it is no longer possible for an individual refugee to refuse to avail himself or herself to national protection, or for a stateless refugee to return to their territory

of habitual residence. Cessation of refugee status does not involve the consent or a voluntary act by the refugee. It terminates the rights that accompany that status and may involve return to the country of origin. Although such declarations are infrequent, the application of the ceased circumstances clauses can have serious consequences.

For cessation to apply, changes in the country of origin need to be fundamental and enduring and should address the causes of displacement which led to the recognition of refugee status. Developments which appear to evidence significant and profound change should be given time to consolidate before any decision on general cessation is made. Another crucial question is whether the refugee can re-avail himself or herself to the protection of his or her own country. Such protection must be effective and available. This requires the existence of a functioning government and basic administrative structures such as a functioning system of law and justice, and the infrastructure to enable residents to exercise their rights, including the right to a livelihood. Another important indicator is the general human rights situation in the country. Although there is no requirement that the standards of human rights achieved be exemplary, significant improvements must have been made, such as respect for the right to life and liberty and the prohibition of torture. Specific indicators include declarations of amnesties, the repeal of oppressive laws, and the dismantling of former security services.

It is possible to have cessation declarations for distinct sub-groups of a general refugee population from a specific country. However, changes affecting only one part of the territory of origin should not lead to cessation of refugee status.

There may be circumstances where individual refugees may warrant continued international protection. Therefore, all refugees affected by such a declaration of cessation must have the possibility, upon request, to have their continued need for international protection assessed. Article 1C(5) and 1C(6) contain an exception to the cessation provision that allows refugees to continue to refuse to re-avail themselves of their country of origin for "compelling reasons arising out of previous persecution". In addition, the Executive Committee in Conclusion No. 69, encourages States to find alternative arrangements for persons "who cannot be expected to leave the country of asylum due to a long stay in that country resulting in strong family, social and economic links."

The general principles of cessation are applicable to both persons for whom refugee status was determined individually, as well as those for whom it was determined on a prime facie or group basis.

General procedural aspects for a declaration of general cessation are outlined in the *Guidelines on International Protection: Cessation of Refugee Status under Article 1C(5) and 1(C)6 of the 1951 Convention* (HCR/GIP/03/03 of 10 February 2003 issued under cover of IOM/12/2003-FOM/12/2003 of 10 February 2003).

UNHCR retains a role in assisting the return of persons affected by a declaration of cessation and in the integration of those allowed to stay, since they remain under UNHCR's mandate for a period of grace. Only when this period of grace has been completed should such persons be deregistered.

Under no circumstances should the registration records of individuals whose refugee status has been terminated due to the application of the general cessation clauses be destroyed, discarded, or deleted.

21.4   Deregister due to cancellation of refugee status

Cancellation of refugee status is carried out according to established procedures, which permit UNHCR and governments to invalidate the refugee status of persons who, at the time of recognition, were not entitled to refugee status, either because they did not fall within the inclusion criteria at that time, or the exclusion clauses and criteria applied to them (see Handbook on Procedures and Criteria for Determining Refugee Status, Chapter IV and the forthcoming *Guidelines on International Protection: Cancellation of Refugee Status* for a discussion of these criteria and clauses).

Detailed procedures for cancellation of refugee status by UNHCR, including the requirement for review and approval by the Department of International Protection for cancellation decisions made by UNHCR, are set out in the *Procedural Standards for Refugee Status Determination under UNHCR's Mandate,* Section 10. Individuals whose refugee status is cancelled by UNHCR must be notified in writing of the decision and reason, and should be requested to return documentation issued as a result of recognition as a refugee. A copy of the written notification of the cancellation decision must be maintained in the individual's registration record.

Cancellation of refugee status by UNHCR has the effect of ending entitlement to protection and assistance provided by UNHCR, including eligibility for resettlement or voluntary repatriation. Where cancellation is carried out by Governments, the individuals would also generally cease to be of concern to UNHCR. However, a final decision on whether individuals whose status is cancelled by a Government should, as a result, cease to be of concern to UNHCR, would have to be made by UNHCR protection staff with a final confirmation by the Head of Protection or the office.

While cancellation of refugee status is carried out on an individual basis, cancellation of the status of a refugee results in the termination of the derivative refuge status of family members/dependants of the individual concerned. However, family members/dependants whose derivative refugee status has been cancelled are eligible to make an independent claim for refugee status and, as asylum-seekers, would remain as persons of concern to UNHCR. Also, certain individuals whose independent refugee status has been cancelled may subsequently apply for refugee status and be recognized as a refugee, if they are eligible for refugee protection at that time.

A final cancellation decision should result in the deregistration of the individual concerned, unless they remain of concern because they are being considered for refugee status under a new claim. The registration records of persons whose status has been terminated pursuant to cancellation procedures should be revised and updated as appropriate to reflect their actual status. This includes family members and dependents whose derivative refugee status is cancelled.

All individuals whose refugee status has been cancelled and who are found to be no longer of concern to UNHCR should be deregistered by UNHCR. This would apply to individuals whose status has been cancelled but who are permitted by the host country to remain on the territory, for humanitarian or other reasons. Deregistration should be applicable as of the date when the cancellation decision has become final. Registration staff will receive a written communication from protection staff notifying them of the date that the cancellation decision has taken effect. The fact that deregistration has been due to cancellation should be noted in the individual's file and in the database records.

UNHCR Offices should take all feasible steps to withdraw UNHCR documentation relating to the refugee status of individuals whose status has been cancelled.

As in other deregistration scenarios, under no circumstances should the registration records of individuals whose refugee status has been cancelled be destroyed, discarded, or deleted.

21.5   Deregister due to revocation of refugee status

The revocation of refugee status occurs when a recognized refugee engages in conduct falling within Article 1F(a) or 1F(c) of the 1951 Convention, and all criteria for the application of these clauses is met. Although the considerations in the deregistration procedures due to revocation of refugee status are the same as those for cancellation described above, it should be noted that the decision to revoke refugee status is carried out by Protection staff with confirmation by the Head of Office according to established procedures. Notification of a final decision on revocation and the date on which it has taken effect will be communicated to registration staff with a written instruction to deregister the individual concerned.

Unlike cancellation of refugee status, revocation of the status of the main applicant would not, in principle, result in the termination of the derivative refugee status of family members/dependants.

See Guidelines on International Protection: Application of the Exclusion Clauses: Article 1F of the 1951 Convention relating to the Status of Refugees and the accompanying Background Note (HCR/GIP/03/05 of 4 September 2003 issued under cover of memorandum IOM/53/2003-FOM/53/2003 of 8 September 2003) for more information.

21.6   Deregister due to death

Persons of concern who have died should be deregistered. Families can be reluctant to announce the death of a family member as this could result in reduced rations or other entitlements. Nevertheless, the accurate reporting of deaths and updating of registration records accordingly is crucial for accurate monitoring of the overall health of the population including mortality rates, for accurate population statistics, and for correct information on family composition and structures. Under no circumstances does the reporting to UNHCR and subsequent deregistration of an

individual constitute the legal certification of the death. Official death certificates are often needed to ensure transfer of property and other rights to family members either in the territory of asylum or origin.

Operations should take the following additional actions in regard to deregistration due to death:

- ✔ Provide appropriate compensation, such as rations or non-food items or payment of burial fees, to encourage the accurate reporting of deaths.

- ✔ Follow national procedures for reporting and recording deaths and issuing death certificates.

- ✔ Establish regular links between the refugee register and the agencies responsible for registering deaths.

- ✔ Adjust family size to reflect changes.

- ✔ Be sensitive to the needs of grieving relatives; be flexible with the cancellation/ reduction of rations (for example, grant a grace period of 2-3 months) or consider paying funeral expenses in exchange for the cancellation of the deceased refugee's entitlement card.

- ✔ Report the number of deaths to the officer/agency monitoring mortality rates.

- ✔ If necessary, issue temporary death certificates to family members pending issuance of official death notices by civil registration authorities.

21.7 Transfer registration due to resettlement, evacuation or secondary movements

When persons of concern move to a new territory of asylum through resettlement, through humanitarian or medical evacuations, or through secondary movements, their registration should be transferred to their new location. This means that ownership of the registration information and the responsibility for the maintenance and accuracy of the registration information should be transferred to the registering party on the new territory. The transfer and sharing of UNHCR-gathered registration data with non-UNHCR parties must be done in a manner that fully respects the privacy of the individual concerned and confidential nature of their relationship with UNHCR. *(See Section 1.8 – Confidentiality and sharing identity information)*. In keeping with the principle of the unified approach, and respecting the principles of individual privacy and confidentiality, whenever feasible the existing registration record and information should be retained and build upon throughout an individual's time as a person of concern.

21.8 Recall entitlement documents

When persons are no longer of be concern or an individual no longer has the right to a certain entitlement, the respective ration and entitlement documents should be invalidated. This should be done in such a way so that there is no doubt within the country concerned and in other countries that the individual no longer has access to the entitlements. The card can be invalidated by punching through any remaining entitlement boxes, clipping two or more corners of the card, drawing across the face of the card in permanent red ink, or any other way of changing the physical appearance of the card in a distinctive and permanent way.

If the card can serve no further purpose to the person concerned, it can be withdrawn and collected by UNHCR or other issuing authorities. However, this may not be the case. All too often, ration and entitlement cards may be the only piece of identifying documentation that a refugee may possess. It may also be his or her only proof that he or she was once of concern to UNHCR and/or was entitled to and benefitted from certain kinds of services and assistance. Therefore, it may be better to leave the cancelled card or a photocopy of the card with the refugee or individual of concern.

21.9 Recall identity documents

When identity documents have been issued by the host government or jointly with UNHCR, the procedure concerning the recall and invalidation of identity documents issued to refugees and others of concern is the decision of the State concerned.

When the documents have been issued by UNHCR alone, then an assessment of the protection situation on ground and the potential for the acquisition of other personal identity documentation will determine the proper approach.

However, as with ration cards, it is recommended that cancelled or invalidated identity documents be left with the persons concerned as a supplementary form of proof of identity and proof that an individual was once of concern to UNHCR. Exceptions are the cases of those persons whose status is cancelled on the grounds that their initial recognition by UNHCR was erroneously accorded in the first place, as described in Section 21.4 – *Deregister due to cancellation of refugee status,* or revoked as described in Section 21.5 – *Deregister due revocation of refugee status.* In these cases, all documentation related to their status as a refugee should be returned to and retained by the issuing authority.

Population Data Management

Principles

The information collected during a registration process may have come from a variety of sources and may have been compiled in haste and with varying degrees of consistency by many different persons, at different times and for different purposes. Individuals may have been registered twice or several times; individuals may be hard to find because their names are misspelled or entered in the database in the wrong order; important information about a person may be missing or incorrect; the information may be out-of-date or misleading.

Errors in the data are likely to translate into injustices for beneficiaries and inefficiencies in the operation. Humanitarian personnel must achieve a balance between reducing the risk that population data fall into the wrong hands and ensuring that those who are entrusted with the responsibility of protecting and assisting the refugees have full access to the information. Registration information must be securely stored and handled.

This part of the Handbook provides information on:

- Using **business process mapping** to understand how data management interacts with other processes in an office
- Tips for **entering** and updating data
- Backing up and **consolidating** data
- How to set up and maintain a **filing system**
- Producing the annual and quarterly **statistical reports**
- Using population data reports to **assist operations**

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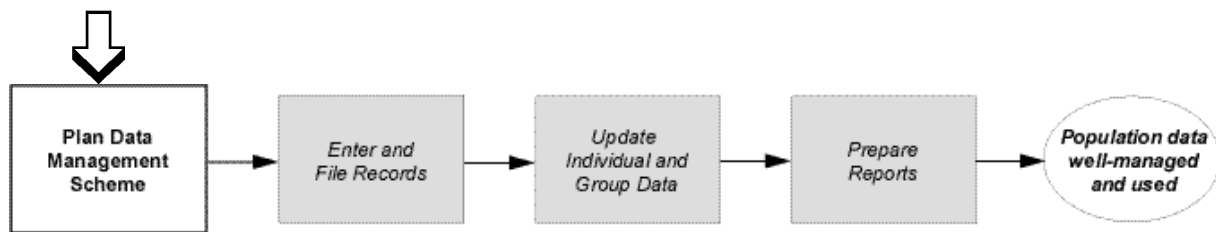
22. Plan Data Management Scheme

Data management staff should always be involved in planning the overall operation. The registration strategy can have a significant impact on how the data gathered is managed; and data management personnel can offer suggestions on how to help make the overall registration strategy more efficient.

When planning a data management system, consider:

- Registration and other paper forms (see Sections 10.5.2 and 17.1 on registration forms for more details)
- Database tools
- Entering and filing records
- Updating data
- Preparation of reports (standard and operational)
- Providing support to operations

A key challenge is that population data is a shared asset in an operation, and sources for initial data capture and subsequent updates are shared between different services. When data collection is linked to mandatory procedures such as filling in forms for access to entitlements, there is a better chance of maintaining accurate data. Also, electronic data entry and proper filing of records often take place at a later point in time. Rigorous discipline is necessary to avoid data processing and filling backlogs that will harm overall data quality.

22.1 Analyze data flows

Pictorial business process maps can help identify the interactions between the operation and the data management. A business process map is an intuitive and concise picture of the way registration and population data management is organized, and where the different stakeholders interact.

The map can be an objective description of how the process runs today ("as-is" map), which is used to identify areas for streamlining and improvement, or a description of how the process will be in the future ("to-be" map).

Business process maps serves as a communication tool. Teams can have a common view of the registration and data management processes, and be able to use the same language when discussing new processes or improvements to existing routines.

22.2 Select data management tools

Data management does not have to be supported by an electronic database tool; it can remain completely paper-based. If the volume of data is small and a single individual is managing the data, a well-functioning paper-based system is sufficient. The paper-based system is not reliant on computers and, as such, can be used in any environment.

The use of electronic data management tools can, however, increase processing speed and improve data accuracy and consistency. In addition, databases can be easily shared amongst an almost unlimited number of people; and electronic data management tools can handle repetitive tasks, such as producing certificates and reporting statistics, quickly and effortlessly.

If data management is to be handled by more than one person, and if the volume of data is expected to exceed 300 records, then electronic data management should be considered. While data management staff do not have to be technical software engineers, in more complex data centers, a dedicated technical infrastructure support person may be required. That person would be in charge of maintaining the server, desktop PCs and peripherals, such as digital cameras and printers, and, on occasion, biometric devices.

UNHCR Headquarters can provide, and encourages the use of, standard database tools. Consult PGDS/DOS, ADSS/ITTS for advice on the best choice for the operation in question. Standard tools can also be configured to match specific needs. A standard database is being developed to replace current systems of RICS and FBARS. Headquarters-based services and/or field-based registration co-ordinators and IT staff can integrate the software and hardware required for photo capture, biometric-data capture and ID card printing with this or existing standard databases.

➢ *Keep data management as simple as it can be.*
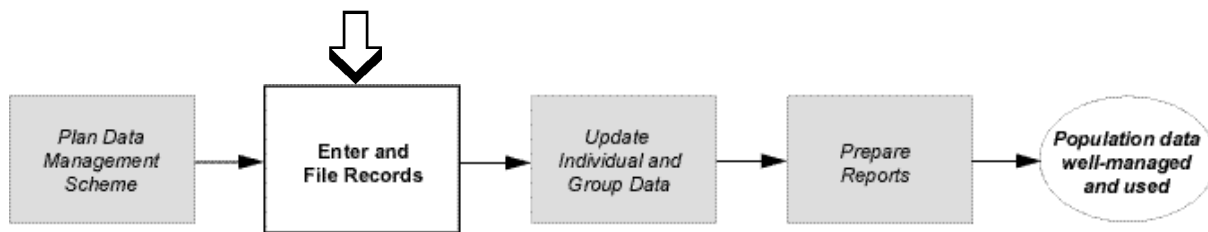
23. Enter and File Records

23.1 Plan data entry

Data entry is best when it is both fast and accurate. As part of the planning for the data management process, benchmark figures for each step in data entry should be timed. Determine how long it takes, on average, to complete the data entry of one registration form. Assess how long it takes to update the case status. This often requires the time to read through the interview notes or decisions if the action sheet is not properly filled in or if the action has not be entered by the responsible officer.

These benchmark figures will help to determine how many people will be needed for data entry.

To plan for data entry:

✔ Benchmark each of the key data-entry steps.

✔ Determine the number of persons needed to enter the data by looking at the benchmark figures. Do not underestimate the time needed for quality control, including spot checks, daily data-entry log reports, supervision. Add at least a 20 per cent margin to cover quality control and miscellaneous time loss.

✔ Prepare look-up tables when using a database tool or an EXCEL sheet. There may be additional codes for data entry, for example, the data on the paper form might be descriptive, which will then be translated into a code. Include detailed instructions for the coding as part of the Standard Operating Procedure (SOP).

✔ Set validation rules (for example, the "sex" field can only take M or F or data fields reject an invalid date or a future date), and set default values for relevant fields for quick data entry when using a database tool or an EXCEL sheet. UNHCR standard tools have basic data-entry validations built in.

✔ Minimize room for interpretation. A well-documented SOP can provide guidance to a large extent, but data-entry operators should regularly discuss their work to maintain the consistency of the activity and adjust data-entry standards, when necessary, to reflect changes in the operation.

✔ Always try to substantiate the request for data entry with a signed paper form. This will ensure accountability for each record.

✔ Data access should be role-based (read/write access, read-only access, or sometimes limited access only to certain screens), and authentication by user ID and password should be rigorously enforced. Do not give data-administrator access to all persons using the system.

✔ Plan regularly repeated data-entry operator training sessions. Individual competency should be closely monitored. Use the SOP described below for the training.

✔ Consider sub-dividing data-entry tasks and assigning a different group of people to each task. The decision to work this way will be based on the capacity and competency of the data-entry staff, the volume of work, and any time pressure.

✔ Consider rotating data-entry staff to prevent mental and physical fatigue or burn-out that can result from long hours of repetitive data-entry tasks.

✔ Plan a mandatory 15-minute break every 2 hours and be attentive to the working environment (provide an air conditioner, fan, good lighting, ergonomic chairs and other amenities whenever possible).

Data-entry procedures must be documented as a Standard Operating Procedure (SOP). Document the data-entry procedures as part of daily, weekly and monthly cycles, connected to data collection and to other data-processing steps, such as printing certificates and generating reports.

Include real working samples in the SOP, for example images of a computer screen showing which data fields are to be entered/updated and/or data-collection forms with data-processing elements highlighted in colour.

Review and revise the SOP as the process evolves. After revising, brief or re-train operators on site. The SOP should always be identified by a particular version name and number in order to avoid confusion.

23.2   Enter new records

Entering a new record begins with assigning a household/case number to a blank record. Depending on the operation, the unique number can come from the serial number pre-printed on the form or from a computer-generated unique number automatically assigned when a new record is created.

The specifics of which data will be recorded at this stage should be documented in the SOP. The SOP should detail which fields are to be filled in, what values are valid, what default value(s) will

apply to some of the fields, and how to document footnotes in the comment field. By using the SOP as a guide, no matter who is entering the data, the result will be the same.

Before saving a new record and starting another, make sure that the entries are correct, matching what is written on the paper form, and that the record is not a duplicate of an existing record.

> ✔ Make sure that the household/family/case number is correct and unique. Record the number in the correct format as per the SOP.
>
> ✔ Use keyboard (tab, enter key and arrow keys) more often than the mouse. Although the use of mouse clicks is more intuitive at the beginning, keystrokes are faster.
>
> ✔ Maximize the use of any 'auto-fill' features in the data entry user-interface.
>
> ✔ Touch typing with all 10 fingers is mandatory when entering data for increased speed and to minimize fatigue.
>
> ✔ Visually double check data entered before saving against the paper form and against the instructions in the SOP.

23.3 File records

Data management is very closely linked to file management. It is a luxury to have dedicated filing center for case filing, file movement, and archiving of old case files. These tasks are combined with the data management tasks and are carried out by data management staff. Good filing requires discipline and well documented standard operating procedures. File management procedures are similar to library administration procedures.

When planning file management, consider:

> ✔ Action sheet and other summary information should be clearly visible in a physical file. If using a database tool to manage population data, print an updated, one-page fact sheet for each case that can be stapled to the front of the physical file.
>
> ✔ Is there enough storage space? Will the space available accommodate growth in the volume of files over time? Is there a sufficient number of filing cabinets or open shelves?
>
> ✔ Are lockable drawers/cabinets, or open shelves with a key to the room available?
>
> ✔ Is there sufficient staff to move files?
>
> ✔ When organizing physical filing, focus on accessibility and ease of file retrieval.

✔ Colour-code files by key categories for better visibility.

✔ Ensure there are enough stationery supplies (filing pockets, hard-shell holders, dividers, etc.).

✔ Track the location of physical files by creating a check-in/check-out system using a log book.

Remove archived files, such as closed cases, from the main access area of the file center/file-storage area, and keep them securely stored.
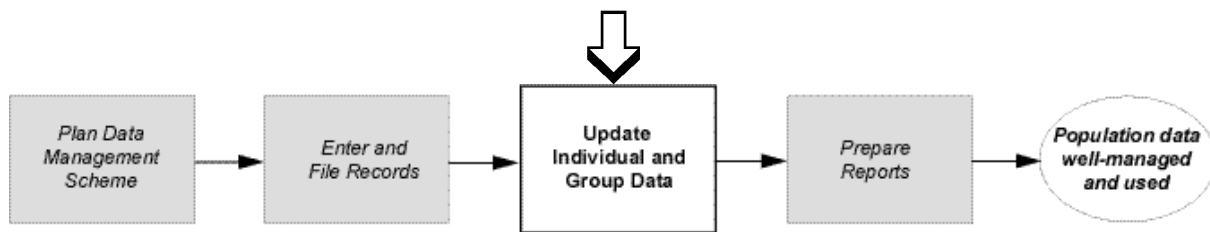
24. Update Individual and Group Data

Any doubts about the data to be entered should be checked prior to recording it in a database. Do not assume or guess what should be recorded, as this may not reflect the reality of what was discussed between the person of concern and the staff they met in the field.

24.1   Update existing registration data

Updates are usually required for recording:

- ✔ Bio-data changes, such as for skills, education, marital status.
- ✔ Current location/address.
- ✔ Death.
- ✔ Additional family members, such as newborns, and newly arrived additional dependants.
- ✔ Specific events that occur to the household/case.
- ✔ Changes in status.
- ✔ Updates to photograph or biometric.
- ✔ Changes in group composition.
- ✔ Footnotes from interviews and other contacts that should be shared.
- ✔ Corrections for data-entry errors.

All requests for updates must be documented and signed. Changes to basic data should be substantiated by filling in a new form or manually recording the changes on the original data-collection form in a different colour. These forms should be signed and filed so changes can be tracked.

Some changes in a person's situation can be difficult to record. When in doubt as how to record a particular change, consult with supervisors before completing the update. Classify and document update patterns and routines and develop a consistent method of updating records.

24.1.1 Changes in status

Depending on the specific protection situation and operational setting, registration information may have to be updated when the status of the refugee changes in such a way that it affects protection, assistance and/or durable solutions.

It is essential to determine what information needs to be updated and to establish a procedure to capture and update the information systematically.

Individual registration records are grouped together according to family bonds. Divorce or separation, marriage and the creation of new families will require changes made to the records of initial groupings.

24.2   Delete an existing record

Records should not be deleted from the database; they should be marked as deregistered, inactive, or archived.

If there is a duplicate entry, either the database administrator will delete the record and note the deletion in the audit log or the record will be noted as inactive because of "erroneous data entry".

24.3   Back up data

Save data as frequently as possible and store backed-up data onto a different storage site, such as another hard disk, another PC, CD-R, CD-RW, Zip Disk, or a floppy disk, if the volume is small enough. When data is lost, data entry must be repeated for the lost portion.

✔ Each backup should be either numbered or dated (or time -stamped if the backup happens more than once a day). Periodically test whether the storage medium selected is in good condition by restoring the backed up data onto the working database.

✔ Backed up data should be protected with a password or encrypted if there are significant security concerns. Data on removal storage media is more vulnerable to theft and tampering. Be sure those other storage media are kept in a secure location different from the location where the original data is stored.

24.4   Consolidate data

If data sets are kept at several locations (camps, NGO offices, field offices, etc.), or if a single office has more than one data set, the data may have to be consolidated periodically through a batch process. UNHCR standard database tools support data consolidation (import/export).

Plans for data consolidation should be designed early on in the operation, with carefully worked out data consolidation topology and business rules. A change in the middle of the operation can create confusion or result in inconsistent data.

It is essential to have a unified set of look-up tables (codes for the codified fields) for those data elements that are to be consolidated. Data can be moved by e-mail, FTP (Internet-based file transfer), or on a physical storage site, such as CD-R, CD-RW, Zip Disk, memory card, or a floppy diskette, if the data packet for each transfer is small enough. Data should be encrypted during transport to maintain confidentiality.

24.5   Keep records secure

While the data in an electronic database can be encrypted and password-protected, it can also be fairly easily copied, tampered with, and even posted on the Internet. Access to confidential registration data should therefore be carefully managed. Access to PCs in the data center should be restricted; and encryption, password protection, authenticated log-ons, and an audit trail for each record change should be used consistently.
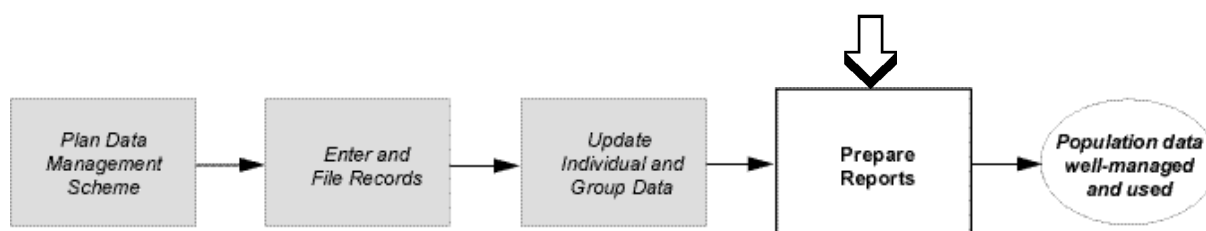
25. Prepare Reports

Statistics on asylum-seekers, refugees and other persons of concern to UNHCR are critical for planning, monitoring and evaluating refugee protection and field operations at the local, national and international level. UNHCR's mandate and responsibility to collect data are derived from the 1951 UN Convention relating to the Status of Refugees[21] as well as from the Statute of the Office[22].

Statistics cover both protection and assistance activities, and they have a significant external relations function. It is therefore imperative that the statistics are compiled in close consultation with the various sections of UNHCR, the host government and implementing partners. Statistics are an important tool for planning and monitoring, at both the field and Headquarters levels. When consistently collected and maintained over time, they provide an important and practical yardstick for tracking progress against objectives and indicators, for identifying trends and detecting anomalies.

Registration is a key source of statistical data. Population data may also be derived from sample surveys, estimates, counting (at the border, for instance), the national population census or various administrative sources (e.g., national population, foreigners' or asylum-seeker registers). Where possible, data from one source should be verified with information from other sources.

25.1 Prepare standard statistical reports

Population statistics cover issues such as population size, changes to the population (demographic, legal, administrative), population characteristics (type of population, origin, sex, age, current location, etc.) and critical events relating to the legal status of the population (asylum applications recognized, rejected, etc.). The minimum data collection standards for the purpose of international comparison and global reporting are set out in Section 6.8 of Chapter IV of the UNHCR Manual and in relevant internal UNHCR instructions[23].

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[21]   "…(T)he Contracting States undertake to provide the Office of the High Commissioner in the appropriate form with information and statistical data requested concerning the condition of refugees, the implementation of this Convention …" (Article 35 on Cooperation of the national authorities with the United Nations).

[22]   "…The High Commissioner shall provide for the protection of refugees falling under the competence of his Office by (…) obtaining from governments information concerning the number and conditions of refugees in their territories (…)." (Chapter II of the Statute of the Office of the UNHCR).

[23]   See for instance IOM/73-FOM/69 dated 18 December 2002, which introduced a revised format for the reporting of resettlement statistics (RSR) and education statistics (ESR).

The Quarterly Statistical Report (QSR) and Annual Statistical Report (ASR)[24] are the official vehicles for reporting UNHCR's population statistics. These reports are used by the United Nations, other international organizations, national governments and NGOs, and provide the background for public information campaigns, press briefings, maps, etc. It is therefore essential that these reports are compiled as accurately as possible and submitted in a timely fashion.

Using **only** the ASR and QSR as the official sources for statistics will ensure consistency in reporting statistics and in concepts and terminology and obviate the need for duplicate reporting at the local level. The use of these standard statistical reports is also essential for monitoring global trends and for comparing information about countries who are hosting refugees from the same country of origin (the "situational approach").

In addition to the statistics required for international comparison and global reporting, UNHCR offices use a host of in-country statistics for national or local purposes. UNHCR's Population Data Unit can assist country operations in designing statistical formats for in-country use.

25.2   Prepare operational reports

Operational reports are the non-standard reports that are required for management purposes at the operational level. They generally provide information about the status of registration and/or information regarding the composition of the population.

Reports on the status of registration show, for example, the percentage of households photographed or issued with identity documents in each sub-section of a camp, or the percentage of households in different sub-sections whose records have been updated within the last six months, or who have expressed an intention to repatriate voluntarily.

Reports on the composition of the population show, for example, the number of households in each part of a camp headed by a single female with more than two children, or the number of male and female unaccompanied and separated children placed in foster homes in each sub-section of the camp. These reports are most frequently used to assess the needs of the population and the resources required to meet those needs.

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[24]   See Annex 16 for the Quarterly Statistical Report (QSR) and Annual Statistical Report (ASR).

Operational reports are key to ensuring active use of registration information within an operation. Wherever comprehensive and updated core registration data has been gathered and updated on the population, an initial answer can be found to a wide range of the information needs of the operation. The following is a sample list of operational reports which could be generated from registration data to support an active people-oriented and community-based approach by the operations team to the management of the refugee situation:

Where are persons with special protection and assistance needs living in the camp?

- List of persons with special protection and assistance needs, with name, sex, age and type of need, and sorted by type of need, or sorted by Section/Block/Group within the camp, or town and neighborhood.
- List of unaccompanied and separated children, with name, sex, age, name of foster family (where applicable) and address in camp or location.

How can we make the best use of this year's limited budget for replacement of shelter materials?

- List of households whose date of arrival was more than 5 years ago, with number of persons in family and shelter address, sorted by Section/Block/Group within the camp.
- Number of households living in the zones of the camp damaged by flooding earlier this year.

How many latrines should we have in each section of the camp?

- Statistical report: number of households and number of individuals, male and female, in each section and block of the camp.

What size of population do we need to plan for the next food distribution?

- List of households with names of male and female family representatives, indicating any no-shows at last distribution, and showing number of persons verified as physically present on last house check compared with total number registered in the household, sorted and sub-totalled by Section, Block and Group.

We know how many children are actually enrolled in school – but how many children <u>should</u> be enrolled?

- Statistical report: number of children, by sex, in age groups 5 to 7 years, 7 to 10 years and 11 to 18 years, by Section and Block.

Annex 1(a): Executive Committee Conclusion No. 91

2001 Executive Committee of the UNHCR Programme (52nd Session)

Conclusion No. 91 (LII)
REGISTRATION OF REFUGEES AND ASYLUM-SEEKERS

The Executive Committee,

Recalling its Conclusion No. 22 (XXXII) on the protection of asylum-seekers in situations of large-scale influx, Conclusion No. 35 (XXXV) on identity documents for refugees, Conclusion No. 39 (XXXVI) and Conclusion No. 64 (XLI) on refugee women and international protection, as well as Conclusion No. 73 (XLIV) on refugee protection and sexual violence;

Noting also that the 1951 Convention relating to the Status of Refugees in article 27, calls on States Parties to issue identity papers to refugees;

Mindful of the importance accorded to registration in the independent evaluation of UNHCR's emergency preparedness and response to the Kosovo crisis;

Welcoming the discussion which took place on registration in the context of the Global Consultations on International Protection;

(a)   *Acknowledges* the importance of registration as a tool of protection, including protection against *refoulement*, protection against forcible recruitment, protection of access to basic rights, family reunification of refugees and identification of those in need of special assistance, and as a means to enable the quantification and assessment of needs and to implement appropriate durable solutions;

(b)   *Recommends* that the registration of refugees and asylum-seekers should be guided by the following basic considerations:

(i)   Registration should be a continuing process to record essential information at the time of initial displacement, as well as any subsequent demographic and other changes in the refugee population (such as births, deaths, new arrivals, departures, cessation, naturalization, etc.);

(ii)   The registration process should abide by the fundamental principles of confidentiality;

(iii)   The registration process should to the extent possible be easily accessible, and take place in a safe and secure location;

(iv)   Registration should be conducted in a non-intimidating, non-threatening and impartial manner, with due respect for the safety and dignity of refugees;

(v)   Personnel conducting the registration, including, where necessary, refugees and asylum-seekers, should be adequately trained, should include a sufficient number of female staff and should have clear instructions on the procedures and requirements for registration, including the need for confidentiality of information collected; special measures should be taken to ensure the integrity of the registration process;

(vi)   In principle, refugees should be registered on an individual basis with the following basic information being recorded: identity document and number, photograph, name, sex, date of birth (or age), marital status, special protection and assistance needs, level of education, occupation (skills), household (family) size and composition, date of arrival, current location and place of origin;

(c)   *Encourages* States and UNHCR, on the basis of existing expertise, to develop further and implement registration guidelines to ensure the quality and comparability of registered data, especially regarding special needs, occupational skills and level of education;

(d)   *Also encourages* States and UNHCR to introduce new techniques and tools to enhance the identification and documentation of refugees and asylum-seekers, including biometrics features, and to share these with a view towards developing a more standardized worldwide registration system;

(e)   *Acknowledges* the importance to the international community, particularly States, UNHCR and other relevant organizations, of sharing statistical data;

(f)   *Recognizes* the confidential nature of personal data and the need to continue to protect confidentiality; also recognizes that the appropriate sharing of some personal data in line with data protection principles can assist States to combat fraud, to address irregular movements of refugees and asylum-seekers, and to identify those not entitled to international protection under the 1951 Convention and/or 1967 Protocol;

(g)   *Requests* States, which have not yet done so, to take all necessary measures to register and document refugees and asylum-seekers on their territory as quickly as possible upon their arrival, bearing in mind the resources available, and where appropriate to seek the support and co-operation of UNHCR;

(h)   *Emphasizes* the critical role of material, financial, technical and human resources in assisting host countries in registering and documenting refugees and asylum-seekers, particularly developing countries confronted with large-scale influxes and protracted refugee situations.

Annex 1(b): Relevant Legal Instruments and Agreements Concerning Registration and Documentation of Persons of Concern

1. Executive Committee Conclusions Pertinent to Registration and Documentation

☑ Conclusion no. 91 (LII) – 2002   Registration of Refugees and Asylum Seekers

☑ Conclusion no. 85 (XLIX) – 1998   Conclusion on International Protection, paras (g) and (m)

☑ Conclusion no. 74 (XLV) – 1994   General Conclusion on International Protection, para (gg)

☑ Conclusion no. 73 (XLIV) – 1993   Refugee Protection and Sexual Violence, para (c)

☑ Conclusion no. 72 (XLIV) – 1993   Personal Security of Refugees; para (b)

☑ Conclusion no 65 (XLII) – 1993   General Conclusion on International Protection, para (c)

☑ Conclusion no. 64 (XLI) – 1990   Refugee Woman and International Protection, para (a)(viii)

☑ Conclusion no. 49 (XXXVIII) – 1987   Travel Documents for Refugees

☑ Conclusion no. 47 (XXXVIII) – 1987   Refugee Children; para (f)

☑ Conclusion no. 39 (XXXVI) – 1985   Refugee Woman and International Protection

☑ Conclusion no. 35 (XXXV) – 1984   Identity Documents for Refugees

☑ Conclusion no. 24 (XXXII) – 1981   Family Reunification; para. 6

☑ Conclusion no. 22 (XXXII) – 1981   Protection of Asylum Seekers in Situations of Large Scale Influx (m)

☑ Conclusion no. 18 (XXXI) - 1980   Voluntary Repatriation; para (i)

☑ Conclusion no. 15 (XXX) – 1979   Refugees without an Asylum Country; para (n)

☑ Conclusion no. 13 (XXXIX) – 1978   Travel Documents for Refugees

☑ Conclusion no. 12 (XXXIX) – 1978   Extraterritorial Effect of the Determination of Refugee Status (e)

☑ Conclusion no. 8 (XXVIII) – 1977   Determination of Refugee Status; para (e)(v)

2. Excerpt from Agenda for Protection (originally issued as A/AC/96/965/Add.1 of 25 June 2002, and endorsed by the 53rd session of the Executive Committee)

Goal 1, Objective 11: *Better registration and documentation of refugees*

• In keeping with the *Conclusion on Registration of Refugees and Asylum-Seekers* (No. 91) (LII) (2001), and bearing in mind confidentiality requirements regarding the use of data, States to register and document female and male refugees and asylum-seeker on their territory on an individual basis as quickly as possible upon their arrival, in a manner which contributes to improving their security, their access to essential services and their freedom of movement.

- UNHCR to work with States towards ensuring the provision of financial and technical support, including as regards training, equipment, and materials to enable, particularly, developing host States to undertake registration and issuance of documents to refugees, in recognition that this is primarily a State responsibility.

- States, UNHCR and relevant partners to ensure that those carrying out registration of camp populations and registration for voluntary repatriation are adequately trained, including gender and age-sensitive interviewing techniques.

- States and other relevant partners to consider how to make available and accessible their expertise, including through the provision of human resources, to assist UNHCR's on-going effort to improve its own systems for registration and documentation of refugees.

- UNHCR to issue operational standards and guidelines with regard to registration and population data management, revise its 1994 *Registration Guide* and develop registration and data management training modules. In addition, UNHCR to strengthen field registration support (methodologies, systems, materials, training and support missions), including by drawing on States' existing expertise and human resources.

- States and UNHCR to introduce new techniques and tools to enhance the identification and documentation of refugees and asylum-seekers, including centrally, biometric features, and to share these with a view towards developing a more standardized worldwide registration system.

- States to provide necessary documents relating to civil status (e.g. birth, marriage, divorce, death), benefiting from support and cooperation of UNHCR, where appropriate.

- States, UNHCR and other relevant partners to use registration data to identify and make specific assistance and protection arrangements, where appropriate for: women with any special protection concerns, unaccompanied and separated children, child- and single-headed households, as well as handicapped refugees and the elderly.

3. Provisions related to registration and documentation contained in international instruments and humanitarian and human rights law

Legal Instrument	Articles and Provisions related to registration, personal data, and documentation
1951 Convention relating to the Status of Refugees	*Article 11: Refugee seamen* *Article 25: Administrative assistance (Article II of the 1967 Protocol)* *Article 27: Identity papers* *Article 28: Travel documents* *Article 35: Co-operation of national authorities*
Final Act of the United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons (1951)	*Section IV, A: Travel documents* *Section IV, B: Family unity, unaccompanied minors and girls*
Convention relating to the Status of Stateless Persons (1954)	*Article 12: Personal status* *Article 25: Administrative assistance* *Article 27: Identity papers* *Article 28: Travel documents*
Geneva Convention Relative to the Protection of Civilian Persons in Time of War (1949)	*Article 26: Dispersed families*
Protocol Additional to the Geneva Conventions of 1949 (Protocol I) (1977)	*Article 74: Reunion of dispersed families* *Article 78: Evacuation of children*
Universal Declaration of Human Rights (1948)	*Article 6: Recognition before the law* *Article 16, para. 3: Family as natural group of society*

International Covenant on Civil and Political Rights (1966)	*Article 12: Freedom of movement* *Article 13: Expulsion of aliens* *Article 16: Recognition before law* *Article 23: Regarding the protection of the family* *Article 24: Regarding nationality and birth registration*
International Covenant on Economic, Social, and Cultural Rights (1966)	*Article 10: Protection of family and children*
Declaration of the Rights of the Child (1959)	*Principle 2: Need for special protection* *Principle 3: Right to nationality* *Principle 6: Family unity*
Statute of the Office of the United Nations High Commissioner for Refugees (1950)	*Para 2(f): Governments to provide refugees with travel documents* *Para 2 (h): Governments to provide UNHCR with information on number, conditions, laws and regulations concerning them.* *Annex, Chapter II, para 8 (f): same as above*
Convention on the Rights of the Child (1989)	*Article 7: Birth registration, name, nationality, right to know parents* *Article 8: Preservation of identity* *Article 22: Refugee children*
Convention on the Reduction of Statelessness (1961)	*Article 1: Granting of nationality to the otherwise stateless*
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	*Article 6: Suppress trafficking and exploitation in prostitution* *Article 9: Right to acquire, to retain, and to change nationality* *Article 15: Equality of women before the law, equal freedom of movement, and equal legal capacity*
UN Guiding Principles on Internal Displacement	*Principle 20: Issuance of documents necessary for enjoyment and exercise of legal rights.*

Annex 2: Matrix for Assessing Current Situation Against Standards

The standards listed below are for registration, documentation, and population data management. They are taken from the Table of Operation Standards, Section 3.2 of the Handbook for Registration. A star (★) appears when a particular standard appears more than once in this matrix.

Assessment Matrix	
Question 1: What data elements are collected and maintained for household, family, cases and individuals?	
Standards related to the data to be gathered and recorded	**Current Situation/Gaps**
★ The following information is recorded and verified for each person of concern individually: 1. Name 2. Unique identifying registration number 3. Date and place of birth 4. Sex 5. Existing identity documents 6. Marital status 7. Special protection and assistance needs 8. Level of education and language 9. Occupational skills 10. Ethnic origins 11. Religion 12. Language(s) 13. Household and family composition, including parents' names 14. Date of arrival 15. Current location and address 16. Place of origin 17. Photograph	
Each individual registered is assigned a unique numerical identifier that is maintained throughout the life cycle of the individual's record.	
A unique numeric identifier does not contain any information that might directly or indirectly put the individual at risk at the present or any later time.	

Assessment Matrix	
Question 1: What data elements are collected and maintained for household, family, cases and individuals?	
The following information is collected for every family and/or household: 1. Family/household number 2. Family/household size 3. Family/household composition including relationships and roles 4. Family/household members' names, sex, and age cohorts (age groupings) 5. Family/household location (present address)	
Each family and/or household is assigned a unique identifying number.	
Registration records – family, household, and individual – are updated with the following categories of information whenever such events occur and are reported: • Births • New arrivals • Departures • Deaths • Divorce / Marriages • Current location • Current protection, assistance and solutions status • Changes in family / household composition (size, members, location) • Updating of any personal data when changed or corrected	
The established categories and codes are used when gathering and recording data of the following types : • Age cohorts (age groupings) • Refugee status • Educational level • Occupational skills • Place of origin • Current location • Special protection and assistance needs	

Assessment Matrix	
Question 2: How is information collected from the persons of concern? How is the registration process currently conducted?	
Standards concerning access and frequency of registration	**Current Situation/Gaps**
★ Persons of concern are registered within a period of three months after their arrival in the territory of asylum.	
★ Registration records are verified and updated continuously - at a minimum every 12 months.	
★ Registration takes place in locations physically, economically and socially accessible to the majority of persons of concern.	
★ Arrangements are made to register those persons physically, economically, or socially unable to access registration, including those in hospitals and in detention.	
Standards concerning the process of registration	**Current Situation/Gaps**
Registration is done in a secure location with minimal waiting, sufficient access to water, protection from the elements, and adequate privacy.	
Persons of concern are informed of the purpose, intended outcome, their rights and their obligations before registration takes places.	
Persons of concern are activity consulted when preparing registration process and their views and concerns are reflected in the design of the registration system.	
Provisions are made to accommodate the registration requirements and concerns of women, children, and those with special needs.	
Registration is conducted through an individual interview of the person of concern.	
★ All family members are present for registration, unless unable to be for valid reasons.	
★ Women being registered have the opportunity to be assisted by women at any stage of the registration, particularly in the interview stage.	

Assessment Matrix	
Question 2: How is information collected from the persons of concern? How is the registration process currently conducted?	
	At least one member of the UNHCR team has prior experience in organising and managing a registration activity of an equivalent nature and size.	
	All registration staff should participate in prior training about the principles of international protection, the purpose of the current registration activity, the specific tasks that will be required from them, the UNHCR code of conduct, and age and gender concerns.	
	Registration plans are shared with and advice sought from technical experts in the region and at Headquarters.	
	For each operation, an individual is designated by the senior manager to perform the role of manager or coordinator of registration and related activities.	
★	Registration, documentation, and population data management instructions and procedures are written down and are shared with all registration staff.	
	UNHCR provides governments with necessary material, financial, technical and human resource support.	

Assessment Matrix	
Question 3: What kinds of documentation have been issued and to whom?	
Standards related to documentation	**Current Situation/Gaps**
	Identity documents and entitlement documents should be separate documents.	
	All persons of concern are issued individual identity documents with a photograph and a unique number.	
	All refugees and asylum seekers are issued with documents testifying to their status as a person of concern to UNHCR.	

Assessment Matrix	
Question 3: What kinds of documentation have been issued and to whom?	
★ Names of all adult women and men in a household appear on household or family entitlement documents, or the other person most likely to be collecting entitlements on behalf of the household or family concerned.	
Where needed, individual entitlement documents are issued to all persons of concern.	
Identity and entitlement documents contain the design and security features necessary to prevent wear and tear, forgery, illicit destruction, and manipulation.	
Materials and process for issuance and renewal of identity documents are strictly controlled.	

Assessment Matrix	
Question 4: How is registration information being managed? What use is being made of the information collected?	
Standards related to accepting and determining quality of information	**Current Situation/Gaps**
Registration is not complete until UNHCR or a government partner has accepted the registration record and registration information.	
Uses of registration data, including documentation, are made on the basis of verified and accepted data.	
A record is kept of the quality of registration applicable to any registration record, indicating how closely the standards for the registration process, the information set, and documentation were adhered to.	
Standards related to managing and sharing registration data	**Current Situation/Gaps**
Registration records (paper forms, electronic records, or other) are never discarded. (this standard is under review)	

Assessment Matrix	
Question 4: How is registration information being managed? What use is being made of the information collected?	
	Registration records are stored in standard formats and according to standard methodologies for filing and record keeping.	
	Registration materials (forms, cards, tokens, etc) are inventoried and kept securely locked.	
★	Consolidated statistics, dis-aggregated for sex and age, based on registration data are available for sharing with States, UNHCR offices, and other relevant organisations.	
	UNHCR's Confidentiality Guidelines (IOM/71/2001 - FOM/68/2001 of 24 August 2001 refers) are respected in regard to registration and population data.	
	UNHCR offices and host government exchange, in a secure manner only, such personal data as is needed to establish that an individual has previously been registered and enjoyed effective protection.	
	Personal data needed for the implementation of durable solutions such as resettlement or repatriation is shared with concerned states in accordance with the Confidentiality Guidelines and in a secure manner.	
	Protocol or similar agreement is signed with government setting out agreed methodology and standards for registration and ID documents.	

Assessment Matrix	
Question 5: What is the accuracy or validity of the current data? Are statistics done on the basis of verified data or are they based on estimates?	
Standards that correspond to the overall coverage of the population of concern.	**Current Situation/Gaps**
★ Persons of concern are registered within a period of three months after their arrival in the territory of asylum.	
★ Registration records are verified and updated continuously - a minimum every 12 months.	

Assessment Matrix	
Question 5: What is the accuracy or validity of the current data? Are statistics done on the basis of verified data or are they based on estimates?	
★ Arrangements are made to register those persons physically, economically, or socially unable to access registration, including those in hospitals and in detention.	
★ Registration takes place in locations physically, economically and socially accessible to the majority of persons of concern.	
★ Consolidated statistics, dis-aggregated for sex and age, based on registration data are available for sharing with States, UNHCR offices, and other relevant organisations.	
Changes in global population figures are updated once a month with population increases and decreases.	
Standards that correspond to the nature of the contact between persons of concern and registration staff, and therefore to the truthfulness of the data obtained from the person concerned.	**Current Situation/Gaps**
Registration is free of charge at all times, and no fee may be taken at any time for any services offered or provided.	
Registration is a voluntary process open to all persons regardless of sex, age, race, religion, nationality, or basis for application for international protection.	
Registration takes place where and when: a) there is no active conflict in proximity of hosting locations; b) participation in registration does not expose persons of concern to physical risk, intimidation, or other threats; and c) the process of registration itself will not directly or indirectly contribute to the legitimization of an unsafe and insecure situation for the persons of concern.	
★ Women being registered have the opportunity to be assisted by women at any stage of the registration, particularly in the interview stage.	
★ All family members are present for registration, unless unable to be for valid reasons.	

Assessment Matrix	
Question 5: What is the accuracy or validity of the current data? Are statistics done on the basis of verified data or are they based on estimates?	
	All adults within the family or household sign statements or declarations regarding protection and durable solutions on behalf of the household.	
Standards that correspond to the integrity of the process against internal manipulation by registration staff.	**Current Situation/Gaps**
	A 'complaints desk' function for covering registration-related activities exists within each office.	
★ Registration, documentation, and population data management instructions and procedures are written down and are shared with all registration staff.	
	Access to registration data is by authorisation only; authority and sources of authorisation are kept on record.	
	Audit trails of location and status of registration records and of any additions, modifications, or deletions in the registration data are maintained.	
Standards that correspond to the validation of registration information and the identification of persons of concern.	**Current Situation/Gaps**
	Actual place of residence and family/household composition is verified by on-site checks and home visits.	
	All dependency relations within a family and/or household – in particular those needed to protect family unity – are established and verified.	
	Family relationships to be counter-checked with both parties to the extent possible, and verified through documentation where feasible.	
	Language and knowledge about place of origin verified during individual interviews.	
	Persons arriving as part of new influxes receive individual fixing tokens or wristbands or the population is fixed by other means.	

Assessment Matrix	
Question 5: What is the accuracy or validity of the current data? Are statistics done on the basis of verified data or are they based on estimates?	
The personal identifiers used are sufficient for an individual to be uniquely identified and verified on a one-to-many basis.	
A biometric is considered whenever a photograph is not sufficient for one-to-many identification, or is required for operational reasons.	
Standards that correspond to the nature of the contact between persons of concern and registration staff, and therefore to the truthfulness of the data obtained from the person concerned.	**Current Situation/Gaps**
★ Information is recorded and verified for each person of concern individually (see Question One above for full standard):	
Information is always solicited directly from the individual concerned to the extent possible. This includes adults - both male and female – as well as girls and boys.	
★ Names of all adult women and men in a household appear on household or family entitlement documents, or the other person most likely to be collecting entitlements on behalf of the household or family concerned.	

Annex 3: Checklist for Preparing a Registration Strategy

Considerations when Developing the Strategy	Elements to Cover in the Strategy
1. Objectives of registration activities: *Define the objectives of registration activities in relation to the country protection framework and other operational objectives.*	
a) General background on situation and population to be registered. b) Analysis of protection and solutions goals and objectives related to registration activities. c) Current registration situation *(status of existing registration data, level of registration achieved, implementation of operational standards for registration and related activities)* d) Data and documentation required to further protection goals. e) Position of government in regard to registration, identification, and other registration related issues. f) Summary of prioritized problems and gap analysis *(according to the Assessment Matrix, Annex 2)* g) Political considerations about refugee numbers and impact on registration activities.	• Gaps in current registration system • Objectives of registration activity *(benefits for all parties)* • Expected results from registration activities *(outputs)* • Progress towards standards for registration *(indicators)* • Segment of population to be covered by registration activities • Period of time for which strategy is applicable. • Frequency and targets of registration activities.
2. Players and Roles: *Define the role of the government in regard to registration for the short, medium and long term. Define the role of UNHCR in building the capacity of the national government.*	
a) Capacity and interests of different stakeholders b) Level of cooperation between different stakeholders c) UNHCR and government experience and expertise d) Responsibilities for supervision and oversight e) Coordination and management requirements	• Role of government • Role of UNHCR • Role of refugees/persons of concern • Role of partners • Role of others • Management, supervision, oversight • Coordination
3. Conditions: *Define the overall environment –physical, protection, and social – in which the registration activities will take place. Identify the opportunities and constraints that will determine how the registration objectives can be achieved.*	
a) Analysis of specific concerns of the population in regard to registration related issues, including age and gender concerns. b) Concerns about information confidentiality and security c) Location of persons of concern d) Questions concerning access to registration *(women, children, disabled, imprisoned, hospitalized, minorities, location , others)*	• Arrangement with government *(registration policy, national refugee legislation, other relevant national legislation, other agreements between UNHCR and host government)* • Security considerations for persons of concern and staff • Special arrangements for registration for those with special needs and concerns

Considerations when Developing the Strategy	Elements to Cover in the Strategy
e) Security concerns *(refugee, staff, partners, others)* f) Fraud concerns *(internal and external)* g) Other protection concerns such as property and nationality issues h) Risks to registration activities; fall-back scenarios	• Prioritisation of groups for registration activities.
4. Methodology: *Define the steps of registration and population data management.*	
a) Timeframe and phasing of registration activities b) Methodology for fixing and identifying population c) Verification techniques d) Forms to be used e) Data collection, entry tools and methods f) Language, naming conventions, and coding *(standard and /non-standard)* g) Photographs h) Software and hardware support i) Hiring and training of staff and partners j) Data collection, recording, updating and maintenance during and after registration k) Means of insuring future continuity of update and verification l) Data analysis and reports	• Steps of registration activities *(generic process and variations)* • Information to be collected and forms to be used *(standard and custom)* • Cards and documents to be issued to persons of concern • Verification techniques to be used in registration • Information campaign strategy • Technology to support registration activities • Data management scheme • Security arrangements and plans
5. Resources: *Define the resources required and available to undertake the planned registration activities*	
a) UNHCR monies/budget available b) Other resources c) Staff resources d) Telecommunications e) IT hardware and software f) Logistics g) Materials *(forms, cards, tokens, etc)* h) Staffing i) Infrastructure, including registration sites and locations	• Detailed budgets for registration activities • Description of materials required and identified sources *(local procurement, international procurement, loan, etc)* • Staffing requirements and sources • Infrastructure improvements required. • Registration site plans • Information technology support required

Annex 4: Sample Objectives, Outputs and Indicators for Registration, Documentation and Population Data Management

	Sector Objective	Impact indicators
Objective 1. O.22 Refugee Status Determination/Registration/ Identity Cards	**[Refugees, asylum-seekers] are protected against *refoulement*, arbitrary arrest and detention.**	Number and nature of reported cases Instances of more protection-oriented practice of authorities once proof of registration and/or identity is shown
	Planned achievements/expected outputs	**Performance indicators**
	Men, women and children registered, photographed and issued with identity documents Personal data shared with authorities of country of asylum Police officers trained to recognize authentic refugee documents and to verify against registration data	Percentage of total population covered Data sharing procedure and safeguards fully adhere to UNHCR confidentiality guidelines Training reaches all regular patrol staff of the [8] police forces located in districts adjacent to camps

	Sector Objective	Impact indicators
Objective 2. O.22 Refugee Status Determination/Registration/ Identity Cards	**[Refugee/asylum-seeker men and women] have a reliable and independent means of proving their identity and status to authorities and to assistance-providers.**	Both men and women carry cards with them at all times and understand their purpose Population able to move more freely outside the camp Registration at [health] services and providing proof of identity at food and non-food distributions becomes quicker and easier
	Planned achievements/expected outputs	**Performance indicators**
	Photo-ID cards issued to all adult refugees, and to both male and female adolescents of 12 years and above	Photographs are clear enough for ready identification Number of cases alleging non-receipt of cards

Annex 4: Sample Objectives, Outputs and Indicators (continued)

	Sector Objective	Impact indicators
Objective 3. O.22 Refugee Status Determination/Registration/ Identity Cards	**Both male and female refugees have equitable access to a system that distributes food and non-food items.**	Women's representatives on food and non-food item distribution committees report that access to distribution is fair [70] per cent of families are represented at distributions by women All ration cards carry name of both female and male household representatives where applicable
	Planned achievements/expected outputs	**Performance indicators**
	Ration cards issued to each household on completion of registration	Ration cards issued on basis of a valid ID and verified continuing residence at a physical address within the camp Name of both male and female household representatives entered on ration cards

	Sector Objective	Impact indicators
Objective 4. O.22 Refugee Status Determination/Registration/ Identity Cards	**All refugees wishing to voluntarily repatriate have an opportunity to express their intended place and time of return.**	Full information is available early for timely planning of repatriation operation Survey of returnee feedback confirms that registration for volrep was free and fair
	Planned achievements/expected outputs	**Performance indicators**
	Existing registration data upgraded to include returnee intention information	Processing conducted at a rate of 150 families per day with a view to completion within three weeks
	Updated photograph taken of each family member	Additional data and photograph collected simultaneously to avoid confusion of identity
	Pre-populated voluntary repatriation forms printed and signed	Pre-populated forms carry photographs of all family members and regionally standardized name of district of return

Annex 4: Sample Objectives, Outputs and Indicators (continued)

	Sector Objective	Impact indicators
Objective 5. O.22 Refugee Status Determination/Registration/ Identity Cards	**A standard, core set of information is gathered for each individual refugee or other person of concern.**	Each refugee acquires a unique individual record in the registration system. Full data becomes available for protection and assistance planning purposes Information is sufficient to allow issuance of ID documents
	Planned achievements/expected outputs	**Performance indicators**
	Registration data for entire population upgraded from household level to individual level Household check conducted to verify continued residence in camp Information set validated with partners and staff to ensure alignment with forthcoming operational needs	Information set consistent with registration standards for level two. Each household physically verified and presence/absence documented Consultation includes WFP, government, NGOs and refugee representation

	Sector Objective	Impact indicators
Objective 6. O.22 Refugee Status Determination/Registration/ Identity Cards .	**The full value of [refugee] assistance entitlements is [restored/maintained] by the [elimination/reduction] of cases of multiple registration**	WFP restores full food ration for registered population Spirit of collaboration returns to relations with refugee population Inter-agency coordination becomes more action- and protection-oriented
	Planned achievements/expected outputs	**Performance indicators**
	Verification action plan jointly designed and implemented by core partner group	At least three methods of verification identified and the information compared to identify possible cases of multiple registration All main partners/stakeholders participate in design and implementation of the methodology

Annex 4: Sample Objectives, Outputs and Indicators (continued)

	Sector Objective	Impact indicators
Objective 7. O.22 Refugee Status Determination/Registration/ Identity Cards	**The number, origins and demographic profile of the population are established as a key component of a comprehensive and objective assessment of their situation.**	All groups and individuals with potentially differing circumstances and needs distinctly identified and recorded for use in assessment Staff and partners able to locate and follow up individuals and households with special protection and/or assistance needs
	Planned achievements/expected outputs	**Performance indicators**
	Information on individuals and households upgraded to full level 2 registration	Standards consistent with UNHCR Handbook for Registration
	Information set designed in consultation with protection, programme and community services staff and partners	Interview questions tailored to best meet current information needs
	Refugee locations mapped and physical address system improved	Individual shelters and their addresses identified on site plan
	Registration information verified by means of house-to-house visits	Outreach team includes protection, assistance and community services staff and partners

	Sector Objective	Impact indicators
Objective 8. O.22 Refugee Status Determination/Registration/ Identity Cards	**Reliable information on the numbers, composition and identity of the population is made available to authorities, operational partners and other stakeholders.**	Authorities express greater confidence in the available population data and in the manageability of the situation Operational partners adopt UNHCR numbers and registration data as the basis of their work Refugees cooperate in ensuring that their individual and household records remain accurate and up-to-date
	Planned achievements/expected outputs	**Performance indicators**
	Re-validation of registration data undertaken with participation of partners and stakeholders	All main stakeholders take part in planning and implementation
	Permanent registration teams established at site level for purposes of continuous update and verification	Consists of a registration office and a proactive outreach and monitoring capability
	Data quality feedback loop established with users of registration data	Partners submit improvements to registration data and registration team verifies and implements the changes

Annex 4: Sample Objectives, Outputs and Indicators (continued)

	Sector Objective	Impact indicators
Objective 9. O.22 Refugee Status Determination/Registration/Identity Cards	**A detailed and differentiated picture of the population is obtained as an initial step in prioritizing protection and assistance interventions.**	Operations team (staff and partners) have means of visualizing and jointly considering any significant disparities within the population in terms of origin, demographic profile and location An objective basis is established for determining the relative severity and urgency of problems
	Planned achievements/expected outputs	**Performance indicators**
	Registration data is jointly re-verified and the results re-analysed	All main stakeholders take part in planning, implementation and analysis of results
	Site maps showing registration data are updated and improved	Advice of geographic information specialist sought to enhance accuracy and build team capacity to manage data
	A report is compiled and shared which sets out the current demographic profile and protection status of the population	Report includes analytical narrative, detailed tables, graphs and maps exploring a variety of potentially significant aspects of the data and viewpoints of stakeholders

	Sector Objective	Impact indicators
Objective 10. O.22 Refugee Status Determination/Registration/Identity Cards	**An accurate picture of household size and composition is achieved.**	Operations team (staff and partners) acquire more accurate means to protect and assist at the household level Overall food and non-food item planning and distribution is rendered more precise and more equitable
	Planned achievements/expected outputs	**Performance indicators**
	Household data is updated and re-validated	All household members present themselves at registration centre
	Actual physical presence verified at household level	Physical address information of individuals confirmed and checked by monitoring team
	Assistance levels adjusted at block/group and household levels	Operational partners, key staff and refugee representation consulted and involved

Annex 5: Sample Registration Strategy and Budget

Registration Strategy for Ruritanian Refugees in Country X
September 2005

1   Background and Current Situation

Following the fall of the former government and the total collapse of its law enforcement organs in the second half of April 2005, physical and legal protection of Ruritanian refugees in Country X has deteriorated. The refugees, hitherto enjoying generous protection and assistance from the former government, have been experiencing serious protection problems. Many families were evicted or threatened to be evicted from their dwellings, and 300 families are now living in tents and others found temporary accommodation in public buildings in the capital. Their situation is desperate, living under over-crowded tents in the midst of blazing desert conditions.

Prior to the recent war, the Ruritanian refugees who arrived in different periods since 1948, estimated to number between 70,000-80,000[1] persons, have been granted protection and assistance by the former government. The refugees were and are living in accommodation, mostly in the capital, which may be classified into three categories:

> a) Housing accommodation given by the former government[2];
> b) Housing accommodation rented by the former government from private owners, and
> c) Housing accommodation rented by the refugees direct from the private owners.

Those living in b) and c) accommodations have been expelled by their owners. The reasons for this expulsion are not very clear, though preferential treatment by the former government in favour of the refugees appears to be a major factor. Difficult economic situation faced by landowners could motivate them to foreclose on the tenancy due to the absurdly nominal rent.

2   Current registration system

The majority of this population was registered with the former government, and it is not known if the data is available and up-to-date. The former government provided refugees with identity documentation and other forms of assistance.

The Country X Red Cross/Crescent (XRC) has only an estimate of the refugee population (as above).

UNHCR has registration information for only a few individuals of this population. UNHCR intervened and assisted only a small number of cases in recent years and has no information on the vast majority of the population. UNHCR's attempt to conduct a survey on the Ruritanian refugee population in Country X in recent years failed to obtain comprehensive information on their real numbers, general situation, and their legal rights as this was considered by the former government interference and beyond UNHCR's mandate.

3   Objectives

The aims of the registration exercise are:

---

[1] According to the Red Crescent Society of Country X (XRC). At the end of 2002, UNHCR estimated the figure of 100,000 persons. No official figures were ever provided by the former government.
[2] National and municipal legislation authorized ownership of immovable property.

a) to register the refugee population,
b) to obtain a demographic breakdown or profile of the population
c) to determine the social, economic and professional status of individual refugee families

It is also hoped that the registration process will obtain the following information:

a) population by area of residence
b) relationship to the accommodation / property in which the family now lives
c) possession or lack of personal identity documents

The operation will also facilitate the subsequent issuance of identity documents to refugees.

While the planned registration activity will, by and large, obtain the required population and demographic data of the Ruritanian refugee community in the capital, it may, however, be insufficient to fully assess the socio-economic situation of the group. Therefore, it may be deemed necessary at a later stage or sooner to assess their living condition by conducting visits to their homes, as this information is vital for planning purposes and durable solutions. This has also been proposed by the refugee leaders and will further the credibility of the process.

3.1   Data to be collected and verified

The following information will be gathered during registration

Family Information

- Names of household representatives (normally head of family and spouse)
- Date of arrival in Country X
- Size of family
- Present address: house number / street / area / city
- Type of accommodation / own house / rented accommodation / by State or rented direct from private owner
- Additional information about the family: (social, economic, protection)

Individual Information

- Name
- Date and place of birth
- Types of documents (ID card / refugee card / LP / Birth certificate)
- Nationality
- Names of father and grandfather
- Name of mother
- Place of origin / habitual residence
- Education level
- Profession / employment
- Special needs (according to standard categories)
- Full facial image (from above shoulder to top of head), of each refugee will be captured using web-cams.

3.2   Population to be registered

The registration will be of those Ruritanian refugees who arrived in Country X between 1948 and 1991. Any persons who arrived after 1991 and who were registered and recognized by the government of Country X as refugees or are known to the UNHCR will also be registered.

Refugees will be registered according to the following sequence, prioritized according to physical and legal protection needs:

   a) Expelled refugees in the tented camp
   b) Expelled refugees "squatting" in public building
   c) Refugees living in the Rubicon quarter
   d) Refugees living in other areas in accordance with the priority to be agreed with the Refugee Department, XRC, and the Community Center.

3.3   Verification of Identity

The following personal documents will help verify the identity of the holders who present themselves at the registration centre:

   - Refugee identity card issued by the former government
   - Birth certificate
   - Laisser passer issued by the former government
   - Identity cards, passports, or laisser passer issued by a former country / place of habitual residence

Any one of these documents could be used. In the event none of these documents are available, the case should be referred to a review committee created to assist the UNHCR to help verify the person's identity.

3.4   Identity Documents

Identity cards will be jointly issued by UNHCR and the new authorities. They will be credit card size, contain a color photograph, and be printed locally. The design of the card has been agreed to with refugees and local authorities.

4   Roles of Stakeholders/Management

4.1   Coordination Arrangements

The UNHCR will co-ordinate the process with a representative of WFP who will be present during the operation. The transitional authority will also be informed of this process. The co-operation of the Ministry of Labour and Social Affairs, custodian of the current information on the refugees will also be sought. Headquarters advice and technical assistance will be sought appropriately. A co-ordination committee will be set up to ensure the smooth running of the process.

The registration team will be based in the compound of the Community Center in the Rubicon quarter for reasons of convenience and good logistical support (hereafter "the registration centre"). Rubicon hosts the majority of the Ruritanian refugee population in the capital.

4.2   Supervision/Oversight

UNHCR Headquarters, Geneva (including Bureau) and the WFP Country Office will provide policy guidance and advice.   The operation will be under the overall responsibility and supervision of the Chief of Mission. She will be supported by the Deputy Chief of Mission and assisted by the Senior Programme Coordinator.

4.3   Field Teams

The field team will be led by the Associate Protection Officer and with the help of the Protection Assistant. The full list of staff involved will be prepared.

From the counterparts in the capital, the following support will be provided by:

> Head of the Country X Red Crescent Society
> Chairman of the Community Center
> Head of the Country X Department

The Head of the Ruritanian Refugee Department will be the overall supervisor from the Ruritanian side at the registration centre. His tasks will include the identification of person presenting themselves for registration.

4.4   Review committee

A review committee will be constituted to help solved problems on the spot. The review committee is tasked to handle problem associated with the identity of the person who presented him/herself at the registration centre for registration. This committee will comprise:

> Head of the Country X Refugee Department
> Chairman of the Community Center
> Associate Protection Officer, UNHCR

4.5   Reporting, evaluation, sharing of data

Situation report will be provided as the exercise progresses. A full report and evaluation will be undertaken upon completion of the operation.

A protocol on the sharing of the data will have to be agreed with various parties including the UNRWA, taking into account the confidentiality requirement.

4.6   Continuous updating and verification of data

The Refugee Department will take over the maintenance (updating and verification) of the data once the initial registration activities have been completed. UNHCR will provide financial support to these activities, as well as any technique advice required. The data will be verified at least once a year; half the refugees will come to the office for verification of data according to a fixed schedule, and the other half will be visited in their residences for the verifying and updating data. The following year, the groups will be exchanged. New arrivals or those who did not register during the current exercise will need to appear at the offices of the Refugee Department to be registered. Photos will be updated every five years for adults, and every 2 years for children.

5   Timeframes

The registration exercise will be carried out in four phases:

> **Phase I** – obtain and evaluate existing registration information
> **Phase II** - conduct of registration and enter/update data in database
> **Phase III** - issue of ID cards
> **Phase IV** - report and evaluate

Timing
Phase I: 29 October 2005 – 10 November 2005
Phase II: 15 November 2005– 30 November 2005
Phase III: 1 January 2006 - 31 March 2006
Phase IV: upon completion of each phase

6   Resources and budget

6.1   *Administration, Logistics, Communication and Security*

Sufficient arrangement will be made to ensure the smooth running of the operation by providing the necessary administrative and logistical support which will be co-ordinated with Field Security and Safety Officer. Field teams are equipped with the necessary communication equipment during the operation.

6.2   *Equipment*

Standard UNHCR equipment and software will be used for the purpose of this operation. Sufficient staff will be engaged and trained. Assistance from Headquarters will be sought accordingly.

See attached budget for details.

6.3   *Staffing*

UNHCR to provide: 3 teams, each comprised of 6 data entry persons (database), 2 clerks, to assist refugees in filling out forms, and 2 assistants. The UNHCR Associate Protection Officer will supervise the activities.

The Country X counterpart will provided an additional three persons per UNHCR registration team (nine persons) to assist in filling out and issuing of identity cards. They will also provide additional helpers to usher and direct refugees at the registration centre will be arranged prior to the start of the exercise.

6.4   *Budget*

See attached budget.

Annex 5: Sample Registration Strategy and Budget (continued)

Note for the File
Registration of Ruritanian refugees in Country X

Budget for Phases I and II[1]

Section	Item	No. required	Availability	Estimated cost	Remarks
Staff Costs/Salaries	Data entry clerks (database)	18	6	$25/person /day	3 groups each of (6) data entry, (2) data entry (forms) and (2) support staff.[2]
	Registration clerks (forms	6	2		
	Senior clerk (supervisor)	1	1		
	General support staff	6		$10/person /day	
Total estimated cost for staff				**$19,800**	
Data Processing Equipment	Laptop Computer	18	6	27,000	Cost of additional 12 laptop
	Web Camera	18	6	360	Cost of additional 6 camera
	Wireless Network Hub	3	1	400	Cost of additional 2 hubs
	Wireless Network Card	18	6	1,200	Cost of additional 12 LAN card
	Printer	3	1	480	Cost of additional 2 printers
	Scanner	3		300	
Other Equipment	Copy holder	18		108	
	Photocopy machine	1		1,000	
Furniture	Plastic Chairs	90		320	
	Computer tables	24		1,200	
	Water Cooler	3		600	
	Power Generator	1		3,000	20KVA
	Air Coolers	12		1,200	
Supplies	Tents (medium size)	3		1,000	
	Carpet	$300m^2$		1,500	
Total estimated cost for data processing equipment, furniture, and supplies				**$39,668**	
Total				**$59,468**	

(Section column grouped under "Fixed Expenditures" for the Data Processing Equipment, Other Equipment, Furniture, and Supplies rows.)

Notes:
1- Budgets for subsequent phases (III and IV) and follow-up verification and maintenance of data will be part of project description.
2- Registration speed rate would be approximately 210 families/day. Therefore, estimated time required to register (80,000) refugee is 80-90 days during Phases I and II.

UNHCR Control Sheet   HCR Fiche de Controle

Date	Clerk / *Employe*	Location / *Lieu*	

Card No. *No. de Carte*	Names of Representatives *Noms des Representants de Foyer*	Household/ Foyer Totals			Children Enfants				Adults		Elderly		Special Needs	Remarks
		Total	M	F	<5*		5-17		18-59		≥60			
					M	F	M	F	M	F	M	F		
1														
2														
3														
4														
5														
6														
7														
8														
9														
10														
11														
12														
13														
14														
15														
16														
17														
18														
19														
20														
Total														

U/SC = unaccompanied or separated child / *enfant non accompagné ou séparé*
WR = woman at risk / *femme vulnerable*
DS = disabled person/*personne handicapée*

UE = unaccompanied elder / *personne âgée non accompagnée*
PT = pregnant / *enciente*
SP = single parent / *parent seul(e)*
SM = serious medical condition / *condition médicale sérieuse*

*not yet reached 5th birthday
LP = special legal and protection needs
MN = malnourished / *sous alimenté(e)*

REGISTRATION FORM

UNHCR — The UN Refugee Agency

Ration or ID No.	
Household Size	

Country of Origin Location		Country	State or province	Commune or District	Town or village
	HR1				
	HR2				

Current Location in Country of Asylum	Country	Town, Camp or Settlement
	Block and/or plot number	House/tent address

Intending to Return: Yes ___ No ___	Intended date		Property	House: Yes / No damaged
				Land: Yes / No damaged

Identity document Numbers	HR1	HR2

Household representatives

*	Given Name	Other Names 1	Other Names 2	Sex	DOB DD-MMM-YY	Marital Status	Rel to HR1	EDU	Occ/ Skills	SP Need	Individual Remarks
1 ☐							HR1				
2 ☐											

Accompanying household members

*	Given Name	Other Names 1	Other Names 2	Sex	DOB DD-MMM-YY	Marital Status	Rel to HR1	EDU	Occ/ Skills	SP Need	Individual Remarks
3 ☐											
4 ☐											
5 ☐											
6 ☐											
7 ☐											
8 ☐											
9 ☐											
10 ☐											
11 ☐											
12 ☐											

	Religion	Ethnicity	Nationality	DOA in COA
HR1				
HR2				

Other Remarks / Observations

NO PERMISSION to share information for protection and durable solutions purposes: ☐

* ☑ Tick boxes above when individual photo is taken

Registered by	Date	Site

Data entered by	Date

UNHCR

(M) UNHCR
The UN Refugee Agency

UNHCR
Individual Registration Form

Individual Photograph

HCR use only

UNHCR Office:	Reg. #:	
Household #	Case #:	
Date of Registration: _ _/_ _ _/_ _ _ _ *		
Special Needs:	**Date of Arrival:** _ _/_ _ _/_ _ _ _	

Part A – Basic Bio Data

Full Names :

Other Names: *(including alias)*

Sex: ❑ Male ❑ Female

Date of Birth: _ _/_ _ _/_ _ _ _
(If not known give estimated year of birth)

Citizenship:

Mother's Name:

Father's Name:

Place of Birth:

Marital Status:

Spouse's Name:

Present Address & Contact Numbers: *(if different than Household/Family)*

Place of Origin: *(if different than Household/Family. Include exact home address if applicable)*

Personal Identity Documents: *(indicate type / number / date issued)*

Issued Documentation: *(indicate type / number / date issued)*

Education: ** | **Occupation:** ** | **Religion:** ** | **Ethnicity:** **

Part B – Special Individual Protection and Assistance Needs

Describe if necessary:

Are you suffering from health problem?
If yes, provide brief details

Are you pregnant? ❑ Yes   ❑ No

Part C – Non-Accompanying Family Members / Dependants Living Outside Home Country (if different than those listed on Household Form)

Full Name	Relationship**	Date of Birth	Address	Status	Citizenship
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			

* Unless otherwise indicated the format used for dates is dd/MMM/yyyy.
For example: a birth date of 14 October 1943 should be recorded as 14/OCT/1943
** Use code only

Part D – Close Family Members / Dependants in Home Country (those not listed on the household form)				
Full Name	**Relationship****	**Date of Birth**	**Citizenship**	**Address**
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		

Part E – Details of Travel

Date of Departure from Home Country: _ _/_ _/_ _ _ _

Exit / Entry Point	Have you returned to Host Country before? ❑ Yes ❑ No If yes, please provide date and duration of stay:	

Countries of Transit:	Period		Travel Document Used
	From	**To**	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	

Place and date and of arrival in Host Country: _____, _/_ _ _/_ _ _ _

Part F – Durable Solutions

Durable Solution	Date of application or submission	Status
Local Settlement	_ _/_ _/_ _ _ _	
Voluntary Repatriation	_ _/_ _/_ _ _ _	
Resettlement	_ _/_ _/_ _ _ _	

Part G – Sex of Interviewer / Language(s) of Interview

Do you have a preference to be interviewed by a staff member and interpreter of a particular sex?
❑ Yes ❑ No

If yes, indicate which sex: ❑ Male   ❑ Female

What language(s) do you prefer for UNHCR interviews?

In seeking a durable solution for you in the future, do you authorise UNHCR to share the information contained on this form with other agencies and/or governments as may be required?
❑ Yes ❑ No

The following declaration must be signed by the Person of Concern.

I declare the information I have supplied on and with this form is complete, correct and current in every detail.

I understand that if I have given false or misleading information, my application for refugee status may be refused, or, if I have been recognized as a refugee, the recognition may be cancelled.

I undertake to inform UNHCR of any significant changes* to my circumstances while my application is being considered.

Signature of person of concern:

Date:

Place:

United Nations High Commissioner for Refugees

UNHCR
The UN Refugee Agency

Household Information Form

HCR use only

UNHCR Office:

Date Current Action: *(dd/mmm/yyyy)* _ _/_ _ _/_ _ _ _

Household #

Date of Initial Registration: _ _/_ _ _/_ _ _ _

Numbers in Household: TOTAL: | **Males:** | **Females:**

Special Needs: | **Entitlement Docs:**

Part 1 – Basic Household Data

1. Family / Household Representative (**Male**) - Full Name *(Underline the main name)*:	2. Relation to HR Female
3. Family / Household Representative (**Female**) - Full Name *(Underline the main name)*:	4. Relation to HR Male

5. Present Address & Contact Number of Household:

Part 2 – Other Family Members / Dependants Present

	Full Name	Relationship to HR1 Male	Relationship to HR2 Female	Individual Registration Number	Date of Birth (dd/mm/yyyy)
03					_ _/_ _ _/_ _ _ _
04					_ _/_ _ _/_ _ _ _
05					_ _/_ _ _/_ _ _ _
06					_ _/_ _ _/_ _ _ _
07					_ _/_ _ _/_ _ _ _
08					_ _/_ _ _/_ _ _ _
09					_ _/_ _ _/_ _ _ _
10					_ _/_ _ _/_ _ _ _
11					_ _/_ _ _/_ _ _ _
12					_ _/_ _ _/_ _ _ _

Part 3 – Other Family Members / Dependants Not Present

Full Name	Relationship	Date of Birth (dd/mm/yy)	Address	Status there	Citizenship
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			
		_ _/_ _ _/_ _ _ _			

Part 4 – Special Protection or Assistance Needs of Household

Describe if necessary:

REGISTRATION FORM FOR UNACCOMPANIED AND SEPARATED CHILDREN

PHOTO
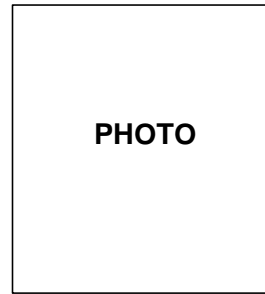
ICRC ID No. _____

Unaccompanied child ☐

Please Note:

- *A separated child is any person under the age of 18, separated from both parents, or from his/her previous legal or customary primary care giver, but not necessarily from other relatives. An **unaccompanied** child is any person who is under the age of 18, separated from both parents, or from his/her previous legal or customary primary care giver and **also** his/her relatives.*

- *If the child does not remember his/her address, please note other relevant information, such as descriptions of mosques, churches, schools and other landmarks.*

Please fill out this form with a ballpoint pen

1. Identity of the child

Personal ID document no. _____ Sex M ☐   F ☐

Full name (as expressed locally) _____

Also known as (nickname) _____

Name(s) given to child by others after separation from parents _____

Date of birth/age _____   Place of birth _____

Nationality _____   Country _____

Ethnic group _____

Language(s) spoken
_____

Distinguishing physical characteristics _____

_____

Father's name _____

Mother's name _____

Other persons familiar to the child
_____

_____

Address of child <u>before</u> separation (and person with whom he/she lived)
_____

_____ Phone no._____

Address of child <u>after</u> separation (and person with whom he/she lived) _____

_____ Phone no._____

2.   Persons accompanying the child (including siblings)

A. Full name _____

Relationship _____ Date & Place of Birth _____

Current address _____

_____ Phone no. _____

B. Full name _____

Relationship _____ Date & Place of Birth _____

Current address _____

_____ Phone no. _____

3.   Current location of the child

a. Children's center   ☐   **c. Alone**   ☐
b. Foster family   ☐   **d. Other**   ☐

Full name _____

Address _____

_____ Phone no. _____

Coming from _____ Date of arrival at this location _____

4.   History of separation
Date and place of separation _____

Circumstances of separation _____

_____

_____

_____

5.   In case the child has been evacuated

By whom / through which organization? _____

Where from ? _____ Where to ? _____

Date _____

6.   Other information

Is the child an ex-soldier ?   **Yes** ☐   **No** ☐

7.   Parents' situation

Father: Alive ☐   Dead ☐   Don't know   ☐
Mother: Alive ☐   Dead ☐   Don't know   ☐

If parents are believed dead, please give details _____

_____

_____

_____

_____

8.   Wishes of the child

Person(s) the child would like to find

a. Father ☐   **c. Brother** ☐   **e. Other**   ☐ (please specify) _____

b. Mother ☐   **d. Sister**   ☐

Person A
Name and relationship _____

Last known address _____

_____ Phone no._____

Person B
Name and relationship _____

Last known address _____

_____ Phone no._____

Person C
Name and relationship _____

Last known address _____

_____ Phone no._____

9.   Interview by other organization involved in tracing

Has the child been interviewed by any other organisation ?   **Yes** ☐   **No** ☐

Name of organisation _____

Place of interview_____ Date_____

Country_____

Reference No given to the child by other organisation _____

10.   List of documents carried by the child

_____

_____

_____

_____

_____

11.   Additional information which could help trace the child's family

_____

_____

_____

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_____

_____

12.   Disclosure of information

Does the child agree to the public disclosure (on radio, Internet, etc.) of his/her name and the names of relatives?

Yes ☐   **No** ☐

13.   Place & date of interview _____

14.   Name of interviewer and organization _____

15.   Organization in charge of tracing the child's family _____

United Nations High Commissioner for Refugees

(@) **UNHCR**
The UN Refugee Agency

RSD Application Form

Space for **Photograph**

HCR use only

UNHCR Office:	❏ Principal Applicant ❏ Derivative Status
RSD File#:	**Reg. #:**

Arrival Date (dd/mm/yyyy): _ _ _/_ _/_ _ _ _	**Reg. Date** (dd/mm/yyyy): _ _/_ _/_ _ _ _	**Special Needs:**

Linked RSD Files:		

Registration Information Sheet

Parts A to H must be completed for every adult and child Applicant, including family members and other dependants who are accompanying a Principal Applicant.

Part A – Basic Bio Data

1. Full Name *(Underline main name)*:

2. Other Names used:

3. Father's Name:	4. Mother's Name:
5. Sex: ❏ Male ❏ Female	6. Nationality:

7. Date of Birth (dd/mm/yyyy): _ _/_ _/_ _ _ _ *(If not known give estimated year of birth)*:

8. Place of Birth:

9. Marital Status: ❏ Single ❏ Married ❏ Engaged ❏ Separated ❏ Divorced ❏ Widowed

10. Spouse's Name *(if applicable)*:

11. Religion:	12. Ethnicity:

13. Full Address of Last Place of Residence in Home Country:

14. Present Address & Contact Numbers:

Part B – Education (Highest Level)

Name of Institution	Place/Country	From (mm/yyyy)	To (mm/yyyy)	Qualification Obtained
		_ _/_ _ _ _	_ _/_ _ _ _	
		_ _/_ _ _ _	_ _/_ _ _ _	

Part C – Occupation (Most recent in the home country)

Name of Employer	Place/Country	From (mm/yyyy)	To (mm/yyyy)	Job Title
		_ _/_ _ _ _	_ _/_ _ _ _	
		_ _/_ _ _ _	_ _/_ _ _ _	

Part D – Identification Documents / Other Documents Provided

Document Type, Number	Place of Issue	Date of Issue (dd/mm/yyyy)	Date of Expiry (dd/mm/yyyy)	Original Provided?
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No
		_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	❑ Yes ❑ No

Documents Obtained Illegally:
If any of the documents listed above were not issued legally, please explain how they were obtained.

Missing Documents:
If you are missing identity documents or other documents that are relevant to your claim, please explain why you do not have these documents.

If you are missing documents, will you be able to obtain these documents in the future? If not, please explain why.

Part E – Applicant's UNHCR Registration History

1. Have you already been registered by UNHCR?   ❑ **Yes** ❑ **No**

If **yes,** where were you registered?	Registration #:	Date of registration: (dd/mm/yyyy): _ _/_ _/_ _ _ _

2. Have you ever applied for refugee protection with UNHCR or a Government?   ❑ **Yes** ❑ **No**

If **Yes**,

Where?	When?	Decision and/or status obtained:

Part F – Family/Household Composition

(Family Members and Dependants Accompanying the Applicant)

	Full Name	Individual Registration #	Relationship to Applicant	Sex (M/F)	Date of Birth (dd/mm/yyyy)
01					_ _/_ _/_ _ _ _
02					_ _/_ _/_ _ _ _
03					_ _/_ _/_ _ _ _
04					_ _/_ _/_ _ _ _
05					_ _/_ _/_ _ _ _
06					_ _/_ _/_ _ _ _
07					_ _/_ _/_ _ _ _
08					_ _/_ _/_ _ _ _
09					_ _/_ _/_ _ _ _
10					_ _/_ _/_ _ _ _

Part G – Close Family Members and Dependants in Home Country

Full Name	Relationship to Applicant	Date of Birth (dd/mm/yyyy)	Citizenship	Occupation
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		
		_ _/_ _/_ _ _ _		

Part H – Non-Accompanying Family Members and Dependants Living Outside Home Country

Full Name	Relationship to Applicant	Date of Birth (dd/mm/yyyy)	Address	Status there	Citizenship
		_ _/_ _/_ _ _ _			
		_ _/_ _/_ _ _ _			
		_ _/_ _/_ _ _ _			
		_ _/_ _/_ _ _ _			
		_ _/_ _/_ _ _ _			

Additional Information for Mandate RSD

Parts I to K must be completed for every adult and child Applicant, including family members and dependants who are accompanying a Principal Applicant.

Part I – Details of Travel

1. Date of Departure from Home Country (dd/mm/yyyy): _ _/_ _/_ _ _ _			

2. Means of Travel out of Home Country:

3. Exit Point from Home Country:

4. Countries of Transit:	Period		Travel Document Used
	From (mm/dd/yyyy)	To (mm/dd/yyyy)	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	
	_ _/_ _/_ _ _ _	_ _/_ _/_ _ _ _	

5. Entry point in Host Country:

6. Date of arrival in Host Country (dd/mm/yyyy): _ _/_ _/_ _ _ _

7. Have you been to Host Country before? ❑ Yes ❑ No
   If **yes**, please provide date and duration of stay:

Part J – Sex of Interviewer / Language(s) of Interview

Do you have a preference to be interviewed by a staff member and interpreter of a particular sex?
❑ Yes ❑ No

If **yes**, indicate which sex: ❑ Male ❑ Female

What language(s) do you prefer for UNHCR interviews? _____

Part K – Written Statement

When answering the questions below, you should tell us everything about why you believe that you are in need of refugee protection. You should provide as much detail as possible, including the date the relevant events occurred. It is important that you provide full and truthful answers to these questions. If you need more space, please attach a page(s) with the details.

1. Why did you leave your home country?

_____
_____
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2. What do you believe may happen to you, or members of your household, if you return to your home country? Please explain why.

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Declaration

To be signed by the Applicant

I declare the information I have supplied on and with this form is complete, correct and current in every detail.

I understand that if I have given false or misleading information, my application for refugee status may be refused, or, if I have been recognized as a refugee, the recognition may be cancelled.

I undertake to inform UNHCR of any significant changes to my circumstances while my application is being considered, including any changes to my address and contact numbers, the arrival or departure of members of my household or other changes in the composition of my household.

Signature of Applicant: _____

Date: _____

Place: _____

Annex 7: UNHCR Standard Categories and Codes

UNHCR Standard Age Cohorts (standard age groupings)

Category	Description	Code
0 – 4 years	Persons between 0 and 4 years of age (all persons less than five years of age)	A1
5 – 17 years	Persons between 5 and 17 years of age (all person who are at least five years of age and less than 18 years of age)	A2
18 – 59 years	Persons between 18 and 59 years of age (all persons who are at least 18 years of age and less than 60 years of age).	A3
60 or greater	Persons who are 60 years of age or older.	A4

UNHCR Standard Categories for Recording Sex

Category	Description	Code
Female	Females of all ages	F
Male	Males of all ages	M

UNHCR Standard Categories for Recording Family and Household Relationships

Category	Description	Code
Household Representative 1	This is usually the individual within the family or household who is considered by the members of the family or household as their primary representative. It is normally a man, but could be a woman as well.	HR1
Household Representative 2	This is normally the female in the household or family who has the primary responsibility within the family. It could be the spouse, mother or daughter of the head of household. The relationship between this person and the other head of household must also be recorded.	HR2
Spouse	Legal or common-law spouse.	SPO
Child (Son/Daughter)	Natural or legal offspring. Includes birth, adopted or step children. May or may not include foster children depending on situation in country.	CHI
Parent (Father/Mother)	Birth, adoptive, or step parents. Does not include parent in-laws which have a separate category.	PAR
Sibling (Sister/Brother)	Legal or natural siblings. Includes adopted and step brothers and sisters. May include foster brother or sisters depending on the situation in the country. Does not include in-laws (i.e. bother or sister in-law).	SBR
Grandparent	Direct blood grandparent, either grandmother or grandfather. Includes great-grandparents. Does not include in-laws, which should be listed as parent-in-laws.	GPR
Grandchild	Birth, adopted, or step grandchildren. Includes great-grandchildren.	GCH
Uncle/Aunt	Birth, adoptive, or step brothers or sisters of parents of the individual (household representative or head of household).	AOU
Cousin	Natural, adoptive, or step children of uncle or aunt of individual (household representative or head of household). Does not include in-laws, i.e. cousins of spouse.	CUS
Nephew/Niece	Natural, adoptive, or step children of brother or sister of one of the parents.	NEP
Child-in-law	Spouses (legal or common law) of children.	ILC
Parent-in-law	Parents of spouse.	ILP
Other in-law	Other relationship established through marriage, such as spouse of sibling.	ILO
Other blood/kin relation	Other birth relation of head of household or household representative not covered by one of the above categories.	OFM
No blood relation	Household member not related by blood or marriage.	UNR
Unknown relationship	Relationship is unknown.	UNK

UNHCR Standard Categories for Recording Marital Status

Category	Description	Code
Single	Only persons never married should be indicated as single.	SN
Engaged	Refers to engagements that are legally or formally recognized within a community, implying that the couple may need to be considered as such for purposes of protection, assistance, and durable solutions.	EG
Married	Includes common-law relationships, and life partnerships.	MA
Separated	Refers to legal separation or equivalent, implying that the couple should not be considered together for purposes of protection, assistance, and durable solutions.	SR
Divorced	If divorced and still unmarried, individual should be indicated as divorced. If remarried, individual should be indicated as married.	DV
Widowed	Widowed persons who later remarry should be indicated as married.	WD

UNHCR Standard Categories for Recording Educational Level

Category	Description	Code
No Education	No structured education beyond pre-primary level.	NE
1 year (or Grade 1)	Completed at least one year of structured education.	01
2 years (or Grade 2)	Completed at least two years of structured education.	02
3 years (or Grade 3)	Completed at least three years of structured education.	03
4 years (or Grade 4)	Completed at least four years of structured education.	04
5 years (or Grade 5)	Completed at least five years of structured education.	05
6 years (or Grade 6)	Completed at least six years of structured education.	06
7 years (or Grade 7)	Completed at least seven years of structured education.	07
8 years (or Grade 8)	Completed at least eight years of structured education.	08
9 years (or Grade 9)	Completed at least nine years of structured education.	09
10 years (or Grade 10)	Completed at least 10 years of structured education.	10
11 years (or Grade 11)	Completed at least 11 years of structured education.	11
12 years (or Grade 12)	Completed at least 12 years of structured education.	12
Technical/Vocational	Any studies related to preparation for specific occupations to employment, self-employment or livelihood supplementation. May also include skills training and apprenticeships.	TC
University Level	Refers to post-secondary university level education. Includes some or extensive university level education. Normally university level education is to be considered a higher level than vocational/technical education.	UG
Post University Level	Refers to graduate university level education, such as graduate and post-graduate level work. Normally post university level education is to be considered a higher level than university level education.	PG
Informal Education	Refers to non-formal schooling, such as at home schooling, self-teaching, and religious education without a structured secular curriculum.	IN
Unknown	Education level unknown.	UN

UNHCR Standard Categories for Special Protection and Assistance Needs

Category	Description	Code
Disabled	Physically or mentally disabled. Maybe either male or female.	DS
Special Legal and Physical Protection Needs	Persons not falling into the other categories that are considered as vulnerable in the particular context. For example, survivors of violence or particular ethnic or religious groups.	LP
Woman at Risk	Woman especially at risk. May include single women or members of family or household, as well as women that are survivors of violence.	WR
Single Parent	Maybe either a man or a woman. Also may be girl or a boy under the age of 18 years. Includes those households and families where the second parent is not on the territory of asylum.	SP
Unaccompanied and Separated Child	May be either a boy or girl under the age of 18 years.	U/SC

Unaccompanied Elder	May be either male or female, normally over the age of 59 years. However, cultural norms should apply in the designation of who is an elderly member of the community.	UE
Malnourished	An infant, girl, boy, woman, or man whose nutritional status requires follow-up or further monitoring.	MN
Serious Medical Condition	Refers to a particular medical condition that requires follow-up, or particular consideration such as in repatriation or resettlement. May include TB or other specific conditions that offices wish to monitor.	SM
Pregnant	Pregnant woman or girl.	PT

UNHCR Standard Categories for Recoding Religion*

Category	Description	Code
Ahmadiyyah	Also spelled Ahmadiyah (Ahmadis)	AHM
Anglo-Catholicism	(Anglican)	ANG
Animism	(Animists).	ANI
Ancestor Worship		ANC
Atheism	(Atheist)	ATH
Baha'i Faith	(Baha'i)	BAH
Baptist Church	(Baptist)	BAP
Buddhism	(Buddhist)	BUD
Caodai		CAO
Christianity	Other Christians not covered by categories in this list.	CHR
Christian Scientism	(Christian-Scientist)	CSC
Confucianism	(Confucian)	COF
Eastern Independent	Includes Armenian, Assyrian, Chaldean, Ethiopian, Coptic	EAS
Falun Gong		FLG
Hinduism	(Hindu)	HIN
Islam	Other Islamists not covered by other categories in this list.	MUS
Isma'ili	(Ismailian)	ISM
Jehovah's Witness	(Jehovah's Witness)	JEH
Jainism	(Jainist)	JAI
Judaism	(Jew)	JDS
Lutheranism	(Lutheran)	LUT
Mormonism	Also known as Church of Jesus Christ of Latter Saints (Mormon)	MOR
Orthodox Christian	Includes Greek, Russian and Serbian Orthodox.	ORT
Parsee		PAR
Pentecostal Church	(Pentecost)	PEN
Protestant Reformed	(Protestant). Any one of a number of Protestant branches of Christianity	PRO
Roman Catholicism	(Roman Catholic)	ROM
Sikhism	(Sikh)	SIK
Scientology		SCI
Shinto	(Shintoist)	SHI
Spiritualism	(Spiritualist). Also known as Spiritism (Spiritist)	SPI
Sunni	(Sunnite)	SUN
Shiah	(Shiite).	SHI
Taoism	(Taoist)	TAO
Zoroastrianism	(Zoroastrian).	ZOR
Yezidis	(Yezidi) Also spelled Yazidis	YAZ
No religion		NON
Other		OTH

*Spellings from the Collins English Dictionary, Millennium Edition, Haper Collins Publishers, London, 1998

UNHCR Standard Categories for Recording Status of Ownership of Property

Category	Description	Code
Yes	Property owned	Y
Lost	Property formerly owned but then expropriated or permanent lost through other measures	L
No	Property not owned	N

UNHCR Standard Categories for Recording Condition of Property

Category	Description	Code
Available	Property or accommodation available for occupation by owner	AV
Occupied	Occupied without permission or agreement of owner	OC
Damaged	Property damaged or destroyed	DM
Mined	Property mined	MN
Do not know	Condition of property unknown	NK

UNHCR Standard Categories for Recoding Types of Locations

Category	Description	Code
Urban - Camp	Camps located in urban environments (locations where the national resident population is less than 5,000 inhabitants)	UCP
Urban - Centre	Collective centers, transit centers, prisons, hospitals, and other collective type institutions in urban environments (pop > 5,000 inhabitants)	UCT
Rural - Camp	Camps located in rural environments (locations where the national resident population is less than 5,000 inhabitants)	RCP
Rural - Centre	Collective centers, transit centers, prisons, hospitals, and other collective type institutions in rural environments (those locations where the national resident population is less than 5,000 inhabitants)	RCT
Urban - Individual Accommodation	Individual accommodated, dispersed populations in urban environments (population > 5,000 inhabitants)	UIA
Rural - Individual Accommodation	Individual accommodated, dispersed populations in rural environments (those locations where the national resident population is less than 5,000 inhabitants)	RIA

ISCO Standard Categories for Recoding Occupations

Level 2 of ISCO-88 Standard	Level 3 of the ISCO-88 Standards Sub-categories	Code
Legislators and Senior Officials	Legislators; Senior Government Officials; Traditional Chiefs and Heads of Villages; Senior Officials of Special Interest Organisations	11
Corporate Managers	Directors and Chief Executives; Production and Operation Department Managers; Other Department Managers.	12
General Managers	General Managers	13
Physical, Mathematical and Engineering Science Professionals	Physicists, Chemists, and related Professionals; Mathematicians, Statisticians and related Professionals; Computing Professionals; Architects, Engineers, and related Professionals	21
Life Science and Health Professionals	Health Professionals (except nursing); Nursing and Midwifery Professionals.	22
Teaching Professionals	College, University, and Higher Education Teaching Professionals; Secondary Education Teaching Professionals; Primary and Pre-Primary Education Teaching Professionals; Special Education Teaching Professionals; Other Teaching Professionals.	23
Other Professionals	Business Professionals; Legal Professionals; Archivists, Librarians, and related Information Professionals; Social Science and related Professionals; Writers and Creative or Performing Artists; Religious Professionals	24
Physical and Engineering Science Associate Professionals	Physical and Engineering Science Technicians; Computer Associate Professionals; Optical and Electronic Equipment Operators; Ship and Aircraft Controllers and Technicians; Safety and Quality Inspectors.	31
Life Science and Health Associate Professionals	Life Science Technicians and Related Associate Professionals; Modern Health Associate Professionals (except Nursing); Nursing and Midwifery Associate Professionals; Traditional Medicine Practitioners and Faith Healers.	32
Teaching Associate Professionals	Primary Education Teaching Associate Professionals; Pre-Primary Education Teaching Associate Professionals; Special Education Teaching Associate Professionals; Other Teaching Associate Professionals	33
Other Associate Professionals	Finance and Sales Associate Professionals; Business Services Agents and Trade Brokers; Administrative Associate Professionals; Customs, Tax and related Government Associate Professionals; Police Inspectors and Detectives; Social Work Associate Professionals; Artistic, Entertainment and Sports Associate Professionals; Religious Associate Professionals	34
Office Clerks	Secretaries and Keyboard-Operating Clerks; Numerical Clerks; Material-Recording and Transport Clerks; Library, Mail, and Related Clerks; Other Office Clerks	41
Customer Service Clerks	Cashiers, Tellers, and related Clerks; Client Information Clerks	42
Personal and Protective Services Workers	Travel Attendants and Related Workers; Housekeeping and Restaurant Service Workers; Personal Care and related Workers; Other Professional Services Workers; Astrologers, Fortune-tellers and related Workers; Protective Services Workers	51
Models, Salespersons and Demonstrators	Fashion and other Models; Shop Salespersons and Demonstrators; Stall and Market Salespersons	52
Market-Oriented Skilled Agricultural and Fishery Workers	Market Gardeners and Crop Growers; Market-Oriented Animal Producers and Related Workers; Market-Oriented Crop and Animal Producers; Forestry and Related Workers; Fishery Workers, Hunters and Trappers	61
Subsistence Agricultural and Fishery Workers	Subsistence Agricultural and Fishery Workers	62
Extraction and Building Trades Workers	Miners, Shot-firers, Stone Cutters and Carvers; Building Frame and Related Trades; Building Finishers and Related Trades Workers	71
Metal, Machinery and Related Trades Workers	Metal Molders, Welders, Sheet-Metal Workers, Structural-Metal Preparers, and Related Trades Workers; Blacksmiths, Tool-Makers, and Related Trades Workers; Machinery Mechanics and Fitters; Electrical and Electronic Equipment Mechanics and Fitters	72
Precision, Handicraft, Printing and Related Trades Workers	Precision Workers in Metal and Related Materials; Potters, Glass-Makers and Related Trades Workers; Handicraft Workers in Wood, Textile, Leather and related Materials; Printing and Related Trades Workers	73
Other Craft and Related Trades Workers	Food Processing and Related Trades Workers; Wood Treaters, Cabinet-Makers, and Related Trades Workers; Textile, Garment, and Related Trades Workers; Pelt, Leather and Shoemaking Trades Workers	74

Stationary-Plant and Related Operators	Mining- and Mineral-Processing Plant Operators; Metal-Processing-Plant Operators; Glass, Ceramics and Related Plant Operators; Wood-Processing- and Papermaking-Plant Operators; Chemical-Processing-Plant Operators; Power-Production and Related Plant Operators; Automated-Assembly-Line and Industrial-Robot Operators	81
Machine Operators and Assemblers	Metal- and Mineral-Products Machine Operators; Chemical-Products Machine Operators; Rubber- and Plastics Products Machine Operators; Wood-Products Machine Operators; Printing-, Binding- and Paper-Products Machine Operators; Textile-, Fur-, and Leather-Products Machine Operators; Food and Related Products Machine Operators; Assemblers; Other Machine Operators and Assemblers.	82
Drivers and Mobile-Plant Operators	Locomotive-Engine Drivers and Related Workers; Motor-Vehicle Drivers; Agricultural and other Mobile Plant Operators; Ship's Deck Crews and Related Workers.	83
Sales and Services Elementary Occupations	Street Vendors and Related Workers; Shoe Cleaning and Other Street Services Elementary Occupations; Domestic and Related Helpers, Cleaners, and Launders; Building Caretakers, Window and Related Cleaners; Messengers, Porters, Doorkeepers, and Related Workers; Garbage Collectors and Related Laborers	91
Agricultural, Fishery and Related Laborers	Agricultural, Fishery and Related Laborers	92
Labors in Mining, Construction, Manufacturing and Transport	Mining and Construction Laborers; Manufacturing Laborers; Transport Laborers and Freight Handlers	93
Armed Forces	Armed Forces	01

Annex 8: Standard Data Set for Registration

BD = if data element is considered as basic bio-data CR = if data element is considered as core registration data

Part I: Elements to be gathered about Groups of persons of concern (households, families and cases) *(See Section 5.4 – Families, households, and cases –for more information.)*

Category of Data	Level of Detail/Options		Household	Case	Family
Type of Group Record	Type of grouping (household, family, or case)		Level 1	Level 2	Level 2
	Reason for grouping (text)		Level 1	Level 2	Level 2
	Group number (unique identifier)		Level 1	Level 2	Level 2
	Date of registration/creation of group (start date)		Level 1	Level 2	Level 2
	Date when group no longer in use (end date)		Level 2	Level 2	Level 2

Category of Data	Level of Detail/Options		Household	Case	Family
Location/Address of Group[1]	Country	**BD CR**	Level 1	Level 3	Level 2
	First Administrative Unit	**CR**	Level 1	Level 3	Level 2
	City/Town/Village	**CR**	Level 1	Level 3	Level 2
	Street Address/Camp	**CR**	Level 1		
	Block/Sector/Plot-Hut	**CR**	Level 1		

[1]For households, exact address is required. For other groups, this refers to the location of the person(s) who are recognized as the representatives for the group.

Category of Data	Level of Detail/Options		Household	Case	Family
Group Members	Household Representative – Male: Name*	**BD CR**	Level 1		Level 2
	Household Representative – Female: Name*	**BD CR**	Level 1		Level 2
	Principle Applicant/Concerned Individual: Name*	**BD**		Level 3	
	Group Members – Names*	**CR**	Level 2	Level 3	Level 2
	Individual Registration Numbers (if registered)*		Level 2	Level 3	Level 2
	Relationship to Head(s) or Principle Applicant*	**CR**	Level 2	Level 3	Level 2
	Roles within Group (if different)		Level 2	Level 3	Level 2
	Names of Family Members Not Present			Level 3	Level 3
	DOB of Members not Present (if known)			Level 3	Level 3
	Location/Address of Members no Present (if known)			Level 3	Level 3
	Persons not of concern, but living in same household		Level 2		

Category of Data	Level of Detail/Options		Household	Case	Family
Group Composition[2]	Total Group Size	**BD**	Level 1	Calculated	Calculated
	Breakdown by age cohort (0 - 4, 5 -17, 18 – 59, 60 and over)		Level 1	Calculated	Calculated
	Breakdown by sex (number of males, number of females)		Level 1	Calculated	Calculated
	Breakdown by sex/age cohort		Level 1	Calculated	Calculated

[2]This information is only *gathered* in Level 1 registration, and only for households. At higher levels of registration it is *calculated* from the individual registration information (date of birth and sex) collected for the members of the household, case, or family.

Category of Data	Level of Detail/Options		Household	Case	Family
Property	Type (Housing or Land)				Level 3
	Location (what is the level of detail?)				Level 3
	Status (standard categories)				Level 3
	Condition (standard categories)				Level 3
	Related documents				Level 3
	Registered owner				Level 3

Part II: Elements to be gathered about Individuals of Concern – Basic Personal Data

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Name	Legally recognized name	BD CR	Household Reps	All persons	All persons
	Name commonly used			All persons	All persons
	Maiden name (for women)				If applicable
	Other names (alias, nicknames, other names)				If applicable

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Registration Numbers	Individual registration number	CR	Token numbers	All persons	All persons
	Family and household numbers		At group level	All persons	All persons
	Case numbers or other groups				As applicable

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Sex	Male or female	BD CR	At group level	All persons	All persons
Date of Birth	Year/Age*	BD CR	At group level	All persons	All persons
	Month	BD CR		If available	All persons
	Day	BD CR		If available	All persons
Place of Birth	Country of Birth	BD CR			
	City/Town/Village	CR			
	Birth registration information			If applicable	If applicable
Marital Status	UNHCR standard categories	CR		All persons	
	Date (if changed during registration life span)			All persons	
Date of Death	Year / Month / Day	CR		If applicable	If applicable

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Special Needs	Standard special needs categories	CR		As applicable	
	Locally defined categories				

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Current Location	Country	**BD** **CR**		All persons	All persons
	First Administrative Unit	**BD** **CR**		All persons	All persons
	Second Administrative Unit	**BD** **CR**		All persons	All persons
	City/Town/Village	**BD** **CR**		As applicable	As applicable
	Street Address/Camp	**CR**	(Camp)	As applicable	As applicable
	Block/Sector/Postal Code	**CR**	as applicable	All persons	As applicable
	Plot/Hut/House Numbers	**CR**	as applicable	All persons	All persons

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Date/Means of Arrival	Date of arrival in location of asylum	**CR**	Group level	All persons	All persons
	Place of entry				RSD
	Countries transited/port of entry				RSD
	Means of transport				RSD

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Place of Origin/Home Country	Country	**CR**	Group level	All persons	All persons
	First Administrative Unit	**CR**	Group level	All persons	All persons
	City/Town/Village	**CR**		All persons	All persons
	Street Address	**CR**			RSD
Citizenship	Sometimes referred to as "**nationality**"	**BD** **CR**		Household Reps and others if different	All persons

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Photograph	Date taken	**BD** **CR**	Special cases	All persons	
Biometric	Reason for recording biometric			If needed	
	Date taken			If needed	
Signature	Permission to share information			All adults	As applicable
	Agreement to terms of durable solution			As applicable	As applicable
Existing Personal Documents	Document type	**CR**			All persons
	Document number	**CR**			All persons
	Document place of issuance	**CR**			As applicable
	Document validity period	**CR**			As applicable
	Comments field				As applicable

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Religion	Standard UNHCR categories	**CR**			
Ethnic Origins		**CR**			
Occupation/skills	Standard categories	**CR**		All persons	
	UNHCR/ILO agreed categories				As applicable
	Recent employment history				RSD

	Job titles				RSD
Educational Level	UNHCR standard categories	**CR**		All persons	All persons
	Degrees earned				As applicable
Language	Languages known to individual	**CR**			All persons
	Skill level				All persons

Part III - Elements to be gathered about Individuals of Concern – Family Member Data

Category of Data	Level of Detail/Options	Core	Level 1	Level 2	Level 3
Family members	Father - Name	**CR**			All persons
	Mother - Name	**CR**			All persons
	Spouse - Name	**CR**			All persons
	Families and households of which individual is a member			All persons	All persons
	Accompanying household members - Name (at time of registration)			All persons	All persons
	Family members still in country of origin - Name (at time of registration)				As applicable
	Family members outside country of origin - Name (at time of registration)				As applicable

Part IV - Elements to be gathered about Individuals of Concern – Registration and Status

Category of Data	Level of Detail/Options	Core	Level 1	Level 2	Level 3
Current Registration Record Status	UNHCR standard categories		group level	All persons	All persons
Date of Registration	Initial Registration: Year / Month / Day	**CR**	group level	All persons	All persons
	Latest update/verification: Year / Month / Day			All persons	All persons
Type of Registration	UNHCR standard registration categories		group level	All persons	All persons
	Registering party/entity		group level	All persons	All persons
	Quality of registration against standards		group level	If applicable	If applicable
Type of Person of Concern	UNHCR standard categories	**CR**	group level	All persons	All persons
	Date of validity of status		group level	All persons	All persons
Reasons for Flight	UNHCR standard categories				
	Narrative Text				RSD
Refugee Determination Status	RSD Status Standard Categories				RSD
	Year (Date) of Prima Facie Determination				As applicable
	Year (Date) of Individual Determination				RSD
Legal Basis For Status	UNHCR standard categories				As applicable
	Comment if necessary				As applicable
Preference for Interviewer	Male or Female			As applicable	As applicable

Part V - Elements to be gathered about Individuals of Concern – Durable Solutions Information

Category of Data	Level of Detail/Options		Level 1	Level 2	Level 3
Status for Voluntary Repatriation	Current Voluntary Rep Status				Vol Rep
	Date of Application for Return				Vol Rep
	Reasons for Return/Non-Return				Vol Rep
Place of Intended Return	Country				if applicable
	First admin unit				if applicable
	City / Town / Village				if applicable
	Street Address				if applicable
Date of Intended Return	Day / Month / Year				Vol Rep
Place of Actual Return	Country				Vol Rep
	First Administrative Unit				Vol Rep
	City / Town / Village				Vol Rep
	Street Address				Vol Rep
Date of Actual Return	Day / Month / Year				Vol Rep
Place of Intended Local Settlement	Country				Local Settlement
	First admin unit				Local Settlement
	City / Town / Village				Local Settlement
	Street Address				Local Settlement
Place of Actual Local Settlement	Country				Local Settlement
	First admin unit				Local Settlement
	City / Town / Village				Local Settlement
	Street Address				Local Settlement
Resettlement Criteria	Standard criteria as per Annual Statistics				If applicable
Resettlement Status	Current Resettlement Status				If applicable
	Applied to (Country, Date)				Resettlement
	Accepted to (Country, Date)				Resettlement
	Departed to (Country, Date)				Resettlement

Annex 9: Sample Protocol for Registration Activities

[PROTOCOL OF AGREEMENT
or
MEMORANDUM OF UNDERSTANDING][1]

On the organization of a registration operation for refugees and asylum seekers in
[*name of country*]

Between

The Government of ….. and the Office of the United Nations High Commissioner for
Refugees

The Government of [*name of country*] (hereinafter referred to as "the Government")
on the one hand and the Office of the United Nations High Commissioner for
Refugees (hereinafter referred to as "UNHCR") on the other hand, hereinafter jointly
referred to as the Parties;

Considering the Convention Relating to the Status of Refugees of 28 July 1951, in
particular the provisions of Article 27;

Considering the OAU Convention of 10 September 1969 governing matters pertaining
to refugees in Africa, and in particular the provisions of Article VIII;[2]

Recalling Conclusion 91 (LII) of the Executive Committee of the High
Commissioner's Programme on the registration of refugees and asylum seekers of 5
October 2001;

Noting that the registration of refugees and asylum seekers forms an integral part of
the mandate of UNHCR;

Considering the Law ….. of ….. granting status to refugees in [*name of country*];[3]

Mindful of the need to make available to the Government and to UNHCR reliable
statistical data to enhance the management of the refugee situation;

Have agreed as follows:

Article 1

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[1] The name and type of agreement will depend on the situation; use a name appropriate for the
particular context.
[2] This paragraph should only be included in agreements with governments of African States.
[3] It is UN Secretariat practice not to refer to any national laws in its agreements about which we do not
know and which may change without our knowledge. When including this paragraph pay attention to
the period for which the memorandum or agreement should be considered as valid.

1.1   In order to proceed with the issuance of identity documents to refugees and asylum seekers, the Parties have decided to work in close collaboration to ensure the success of the operation.

1.2   The Registration Form [*(Annex 1)*], the Refugee Family Card [*(Annexes 2a and 2)*], the Asylum-Seeker Family Card [*(Annex 3)*] and the Individual Identity Card [*(Annex 4a and 4b)*], will conform to the samples attached to the present [name of agreement].

Article 2

The Registration Form [*(see Annex 1)*] should contain the following information:

- the identity of family members of the refugee or asylum seeker;
- their respective places of origin and residence;
- the dates on which they entered [*name of country*];
- the main occupation of each member of the family;
- the type(s) of document(s) in the possession of the family.

Article 3

The Individual Identity Card corresponding to [*Annex 4*] of the present [*name of agreement*] may be issued only to refugees. It confers the right [*to remain and the right to work*][4] and is valid for a renewable period of [*two years*].[5]

Article 4

A Joint Technical Committee (JTC) consisting of experts designated by the Parties shall be established to oversee the implementation of the operation.

Article 5

The responsibilities of the JTC are as follows:

- organization of information and sensitization campaigns targeting the population of concern;
- training of trainers and any temporary personnel;
- the design of a registration strategy and methodology, including overall guidance for the registration operation;

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[4] Whenever possible or prudent, make specific reference to rights or privileges associated with the identity documents. See Chapter 19 of the *UNHCR Handbook for Registration (Provisional Release, September 2003)* for more information.
[5] Whenever possible, the length of validity of the identity documents should be specified. See Section 19.3 of the *UNHCR Handbook for Registration* for more information on managing expiration and renewal of documents.

- monitoring the issuance of identity documents to refugees and asylum seekers;
- taking of photographs and specimen signatures of refugees and asylum seekers; and
- data entry.

Article 6

6.1   For logistical and security reasons, UNHCR will provide technical support for the production of Refugee Identity Cards.

6.2   Refugee Identity Cards will be issued by the Government.

Article 7

The Government shall undertake to distribute samples of the documents described under Article 1 of the present [*name of agreement*] to the competent local authorities, and ensure that both the central and regional civil and military authorities are fully informed of the rights and obligations pertaining to the Refugee Identity Card.

Article 8

The Convention and Privileges of the United Nations of 13 February 1946 to which [*name of the State*] became a party on [*date*] is fully applicable to the present [*name of agreement*] [as well as (*insert reference to UNHCR Co-operation Agreement, if applicable*)].[6]

The Convention shall also apply to persons performing services on behalf of UNHCR under the present [*name of agreement*].

Article 9

9.1   UNHCR undertakes to provide logistical support to the implementation of the operation through the contribution of the necessary equipment and supplies subject to availability of funds.[7]

9.2   UNHCR will also provide training to and cover the cost of salaries for the clerical personnel of the Government engaged in data collection. The number of persons benefiting there from requires UNHCR's prior approval.[8]

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[6] The regularly updated Annex to IOM/FOM/25/2003 of 17 March 2003 contains this information.
[7] This restriction is absolutely necessary, in particular since the "necessary equipment and supplies" is nowhere defined.
[8] This restriction is absolutely necessary in order to control the costs of each individual operation conducted under such an agreement/MOU.

9.2   UNHCR shall assume responsibility for the protection, analysis and daily management of the database compiled in the course of the operation. UNHCR shall share statistical data with the Government.

Article 10

The Parties hereby undertake to protect the data gathered during the course of the operation, in accordance with the guidelines on confidentiality of information relating to refugees and asylum seekers.[9] They further undertake not to share the information on registered persons with any third party.

Article 11

All consumable and non-consumable goods used in the operation shall remain the property of UNHCR, unless UNHCR decides otherwise. In this case, the transfer of ownership shall be in accordance with the established UNHCR rules and procedures governing the transfer of assets.

Article 12

Any dispute relating to the interpretation or the application of the present [*name of agreement*] shall be resolved on an amicable basis. If no amicable solution can be found, the dispute shall be submitted to arbitration.

Article 13

The present [*name of agreement*] enters into effect on the date of signature by the parties.

Signed in two originals.

For UNHCR   For the Government of …

Place: Place:

Date: Date:

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[9] *UNHCR Confidentiality Guidelines on the Sharing of Information on Individual Cases* were issued under cover of memorandum IOM/71/2001-FOM/68/2001 of 24 August 2001. These are internal guidelines for UNHCR staff.

Annex 10(a): Sample Standard Operating Procedures for Reception

Office Ruritania: Reception SOP

Version Information
Last modified on   29 April 2003
Prepared By   A. Mister, Protection Officer

1   Applicable Standards
- UNHCR Handbook for Registration (2003)
- UNHCR Procedural Standards for Mandate RSD (2003)
- UNHCR SGVB: Guidelines for Prevention and Response (2003)
- UNHCR Resettlement Handbook (1997, revised 2002)
- UNHCR Security Awareness Aide Mémoire (1995)
- UNHCR Code of Conduct
- [complete with other standards as appropriate]

2   Reception Hours and Processing Schedule
Reception of applicants takes place between **9:00am** and **12:30pm** and **2:00pm** and **4:30 pm** according to the schedule below. <u>Reception should start no later than 9:00am</u>. Two interpreters should be on duty at the reception from 9:00 a.m., under the supervision of a UNHCR staff member.

Reception Services	Mon		Tues		Wed		Thurs		Fri	
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM
Reception - New Refugee Applicants	-	-	X	X	-	-	X	X	X	X
Registration - New Refugee Applicants	-	-	X	X	-	-	X	X	X	X
RSD Interview	X	X	X	X	-	-	X	X	X	X
RSD – Family Unity Interview	X	X	X	X	-	-	X	X	X	X
RC Collection/Orientation	-	-	-	-	-	-	X	X	X	X
Protection Counseling*	X	X	-	-	-	-	-	-	-	-
Resettlement Interview	X	X	X	X	X	X	X	X	X	X
Voluntary repatriation Interview	-	-		-	-	-	X	X	-	-
Exit clearance	X	-	X	-	X	-	X	-	X	
Medical Bills	-	-	-	-	-	-	-	X	-	-
Departure Grants*	-	-	-	X	-	-	-	-	-	X

* 1 for emergency cases & cases with exceptionally booked appointments on other days will be admitted

3   Reception Setup and Personnel Duties

The reception windows are supported by two PC workstations one of which will be fully dedicated to scheduling purposes and the other will be used for reception functions [e.g. verification of individual identities, responding to queries, initial registration, etc.] according to the above schedule.

The reception is supported by 3 telephones of which 2 are located behind the front windows with the receptionist and the scheduler and one is located behind the partition. Refugee calls directly diverted by the switchboard will only be received on the telephone set located behind the partition. This is to ensure dignified and orderly service of refugees at the window.

The Community Services Assistant is designated as the '***Receptionist***' and is responsible for the day to day activities at the reception. The Receptionist is to be assisted by refugee interpreters. The receptionist should attend to all queries at the reception personally. Refugee interpreters may assist in basic phone and in-person counselling functions.

The Registration Clerk (the '***Scheduler'***) is assigned the responsibilities for maintaining the schedule of all appointments for refugees and others persons of concern. The Clerk also assists the Receptionist in attending to refugee queries at the reception.

In the absence of the receptionist, the 'scheduler' is the designated backup who should supervise the reception. Refugee interpreters should never be left in charge of the reception desk without proper supervision.

On Mondays, a protection staff member is designated to be on-duty for "reception-counselling". All other

protection staff will support the staff member on duty in this major task. The schedule for duty protection staff is prepared by the receptionist on a rotational basis and circulated three months in advance. Difficulties in securing the presence of the staff member on duty should be referred to the Deputy Representative (Protection).

4   Admission to the premises

4.1   Persons of concern with fixed appointments

The following categories of persons with fixed appointments will be admitted to the premises as scheduled:

- refugee applicants with an RSD appointment
- refugees with a durable solution appointment
- refugees with a documentation appointment [to collect refugee certificate]
- new asylum applicants with registration appointment

4.2   Persons of concern without appointments (walk-ins)

Persons without appointments will normally be seen only on **Mondays**. However, the following categories of persons will also be admitted to the reception area other days of week during opening hours:

- Pre-registration: first contact with persons who are new asylum applicants.
- Exit clearance: Persons holding **plane tickets, travel itinerary, transit pass** &/or letters from embassies attesting their departures
- Referrals: Persons holding referral **letters/slips** from implementing partners or other government authorities

In addition, persons with **serious legal or protection problems** requiring emergency intervention will be brought to the attention of UNHCR receptionist by the guards as per standing OCM instructions. The receptionist or a protection staff member will immediately meet such persons at the security window. The receptionist will record the basic facts of the problem and transmit them to protection staff who will decide how the case should be handled.

5   Processing persons at reception

5.1   Preparing for the Interview:

The **scheduler** should:

- Review the schedule one day in advance;
- Ensure that appropriate interpreters are available as scheduled;
- In case of appointments booked by the phone notify the guards on the day of the interview (as the persons concerned will not have appointment slips to show to the guards for admission to the reception area).

The **filing clerk** should:

- Print the interview schedule one day in advance;
- Prepare the physical files one day in advance;
- Place relevant files in interviewers' in trays on the day of the scheduled interview.

All **interviewers** should:

- Check their interview schedules in the morning (no interview schedules will be circulated by the filing clerks/receptionist.)

5.2   Receiving persons for fixed appointments:

On the day of the scheduled interview, persons of concern will be admitted to the reception area after being checked by metal detector by the guards according to the UNHCR security guidelines. Those individuals listed as 'specific security cases' will be frisked prior to their admission.

Upon admission to the reception area:

The **Scheduler** will verify that the person is indeed scheduled for that day and that the interview will take place as scheduled, i.e. no rescheduling, no reallocation of case to another interviewer is needed.

In case of rescheduling or to re-allocation to a different interviewer, the **scheduler/concerned legal officer** will ensure that the case record is updated to reflect the reallocation of the case to the new interviewer.

- The **Scheduler** will mark the appointment as 'show' on schedule.
- The **Scheduler** will take the appointment slip from the person of concern and will give person of concern a token.
- The **Scheduler** will pass the appointment slip to the filing clerk. The filing clerk will check it and will notify the interviewer that the person of concern has arrived.
- The **person of concern** will then exit the reception area, and give the token to the guards.
- The **guards** will frisk the person of concern in line with UNHCR security guidelines, take the token, and admit person of concern to the waiting area of the premises through the rotating door.

5.3   Recording 'no show' for appointments

In case of Persons of concern not showing up for the interview as scheduled,

- The **scheduler** will mark the person of concern as 'No Show' on the schedule.
- In the end of the day, the **protection secretary** will draft appropriate letters if required [e.g. 'No Show' for RSD Appeal].
- The **interviewer** will write on the 'File Action Sheet' that person of concern as a 'No Show' for the interview
- The **interviewer** will put the labeled physical file in the out tray for the action of the filing clerk.
- The **protection secretary** will collect all 'No Show' case files and pass them on to the filing clerk who would return them back to cabinet as appropriate.

5.4   Receiving Persons of concern without scheduled appointments (walk-ins)

On Mondays, the office will receive refugees and asylum seekers on a walk-in basis for protection counselling. A Protection Officer will be at the reception window in order to provide protection counselling to persons of concern. Counselling may entail scheduling appointments on ad-hoc basis with the relevant units.

Persons of concern seeking protection counselling on Mondays will be:

- Will be checked by the guards in line with UNHCR security guidelines [cases listed as 'specific security cases' will be subject to frisking by the guards];
- Admitted to the reception in an orderly manner in groups of 10 to avoid overcrowding the limited space of the reception area
- Given tokens to allow attending to them in an orderly manner by the protection officer at the window.

6   Appointment Scheduling

The **Schedule** is in charge of booking all the appointments and logging them into the schedule. Before scheduling an interview appointment, the scheduler must check the availability of appropriate staff members. Interview schedules should take into consideration leave plans, scheduled meetings, and overall workload of each interviewer.

All **newly recognised cases** should be scheduled for orientation and collection of refugee certificate on Thursdays.

Scheduling interviews for *RSD First Instance* and *RSD Family Unity* should take place on Tuesdays, Thursdays, and Fridays.

Persons of concern identified as potential resettlement cases will be scheduled for **Resettlement** interviews by the **resettlement clerk** and will be notified by letter or telephone of the interview date.

The scheduler gives a copy of the appointment record to the person of concern, showing the date, time and reason for the appointment.

7   Exiting the office

Following the interview, the interviewer should escort the person of concern to the waiting area and ensure that the person of concern exited the office premises through the back door. In case there is further action to be taken after the interview [e.g. under consideration letter given to person of concern], the person who last handles the case should ensure that the person of concern exited the office premises.

8   Intervention of Security Focal Point

Any person of concern that poses a security threat to UNHCR premises, UNHCR staff members, UNHCR interpreters, other persons of concern, or him/herself, should be immediately brought to the attention of the security focal point. The protection staff member should provide the security focal point with background information on the case and circumstances leading to the incident. The security focal point will then take full responsibility of action in accordance with UNHCR security guidelines.

Duties of the 'Receptionist'

The receptionist's primary duties are:

1. Early identification and appropriate referral of vulnerable/emergency cases
2. Pre-registration and counseling of new asylum applicants on application procedures
3. Registration of new asylum applicants and receiving registration form and attachments
4. Supervise efficient admission to office premises of individuals with interview appointments
5. Logging in contacts of asylum seekers and refugees who approach the office without pre-booked interview appointment & ensuring referral to appropriate staff
6. Overall supervision of the refugee interpreters in order to ensure their adherence to standard operating procedures
7. Providing regular, timely and accurate statistical reports as required
8. Supervising the scheduler

Duties of the 'Scheduler'

The Scheduler's primary responsibility lies in:

1. Scheduling interview appointments
2. Checking the availability of interviewers and keeping track of scheduled leave and meetings for each interviewer to avoid erroneous scheduling of persons of concern
3. Ensuring efficient admission to premises of individuals with interview appointments
4. Verifying the interview appointment information before giving a token clearing the admission of a refugee into the premises
5. Ensuring timely conveying of appointment slips to interviewers
6. Regular update of 'show', 'no show', 'rescheduled' or 'cancelled' in file records
7. Providing regular, timely and accurate statistical reports as required
8. Day to day supervision of routine duties of interpreters

Duties of 'Refugee Interpreters'

The role of refugee interpreters at the reception is limited to:

1. Interpretation of interviews and other contacts with persons of concern
2. Translation of refugee documents
3. Photocopying refugee documents
4. Delivering written messages b/w the reception and eligibility & durable solutions units
5. Conveying appointment slips to interviewers and notifying interviewers of arrival of Persons of concern
6. In general, the role of interpreters in receiving refugee phone calls for protection queries, is limited to noting a summary of the telephone query and consulting with the receptionist and then relaying a translation of the reply to the Persons of concern on the phone.
7. A senior refugee interpreter is in charge of receiving refugee calls and providing immediate replies for Persons of concern regarding the following queries:
   - Address/Telephone number of implementing partners
   - Bank payment dates
   - Office reception schedule

Annex 10(b): Sample Standard Operating Procedures for Registration

Registration SOPs for Branch Office Ruritania

Version Information

Last modified on   29 April 2003
Prepared By   A. Madame, Programme Officer

1   Registration Hours

Asylum seekers approaching HCR for the first time seeking application for refugee status will be received on Tuesday, Wednesday and Thursday at the following hours: **8:00am** to **11:00am** as per the reception schedule.

The following categories of cases could be exceptionally registered out of the a/m schedule:

1. Detention cases
2. Stowaway cases
3. Urgent special protection or assistance needs

2   Procedure of Registration of Asylum Seekers

This registration procedure is to be followed in case of 'regular' registration. Detention, stowaway and special cases should be tackled differently [relevant section of SOP is yet to be developed]. The registration of asylum seekers approaching HCR for the first time seeking application for refugee status will take place as follows:

2.1   Pre-Registration Preparation

On the prior day:

The **Staging Manager**:

a. Prepares the tokens for managing registration flows;
b. Photocopies registration forms;
c. Prepares physical files;
d. Ensures that there is enough photocopy paper and other needed stationary in the staging area.

The **Receptionist**:

a. Photocopies the next day schedule.

2.2   Reception and Application/Registration Form Completion

Asylum seekers approaching HCR for the first time are received during registration hours on the specified registration days.

The **front desk** admits asylum seekers to the reception area in an orderly manner, and each asylum seeker is given a numbered, two-part token (each nationality/language group in a separate running series);

The **receptionist** calls asylum seekers in groups of 25-30 based on their different language groups, and in the order of their arrival token number, for briefing on: UNHCR mandate and asylum application procedures, emphasizing;

- That all UNHCR services are free of charge;
- The procedure of individual registration;
- The right to individual registration interviews;
- The significance of the asylum seeker certificate;
- The use of registration numbers in all future correspondence with UNHCR.

The **receptionist** then distributes an _RSD Application Form_ to all asylum seekers - 1 form per individual including minor dependants. All applicants and dependants are expected to be present for registration unless there is a valid reason to register declared dependants in absentia such as 1 day old child, 9 months pregnant wife, or seriously ill family members.

As early as possible in the reception process, the **receptionist** identifies vulnerable persons, brings them to the attention of the registration clerks for immediate registration and referral. Such cases are also brought to the attention of the 'RSD Supervisor' for appropriate handling.

Asylum seekers are divided into three categories:

a. **Asylum seekers** who are able to fill the forms on their own: this category is given time to do so at the reception area.

b. **Asylum seekers** who request assistance with filling in of the forms: This category is asked to give the first part of their token, remain seated in the reception area waiting for their turn according to the numbers on the tokens handed out upon arrival to be called in for assistance to fill the form by **UNHCR interpreters.**
c. **Applicants with special protection needs:** This category are given immediate priority in registration, and referred to a protection officer.

The **receptionist** collects completed application forms and the first part of the token in the order of their completion, staples the application form and the first part of token together, and passes them on to the staging manager in the waiting area of the registration centre.

2.3   Registration

The **staging manager**:
a. Reviews the application forms in batches of ten, checks that all data fields are filled in properly, ensures that dependants listed on the forms are indeed dependants accompanying the asylum applicant, ensures that attached documents are as indicated on the form.
b. Calls asylum seekers by the token number in the order of received application forms. Ten applicants are called at a time.
c. Admits 2 applicants (with their dependants if applicable) at a time to the registration room.
d. Photocopies all relevant documents provided by the asylum seekers, if any, and gives the originals and photocopies back to the asylum seekers.

The **registration clerks**:
a. Register each application in the database and allocate a case number to it.
b. Capture a photo for each registered individual.
c. Prepare the appropriate letter (at a minimum the UNHCR Asylum Seeker Certificate) for each registered individual.
d. Book an appointment on the shared excel sheet referring to registration or case numbers.
e. Prepare an appointment card for each.
f. Gives the stamped Certificate and the appointment card to the asylum seeker.

Note on Registration of Absent Dependants: Applicant should be advised that s/he will be registered on the spot, but that dependants declared as absent will have to come for registration on the next registration day unless they are absent for valid reasons noted above. The registration clerk registers the applicant in the database but not the absent dependants. Asylum Seeker Certificates are printed for the present persons only, and a note is made on the registration form. When the dependants present themselves for registration, they are registered individually but as part of the same family, case or household.

The **staging manager**:
a. Ensures exit of the registered asylum applicants and their dependants;
b. Calls the next applicants for staging.

3   Filing

At the closure of each registration day, the **Staging Manager** and the **Receptionist**:
a. File all registered applications in individual files.
b. Transfer all physical files to the filing cabinets in the main office.
c. Update the filing cabinet drawer's labels as appropriate.

4   Registration Reports/Statistics

Daily Reports/Statistics: At the closure of each registration day, the **Registration clerks**:
a. Run validation reports to check the registration data of the day;
b. Run the Daily Registration Statistics by Ethnic Origin report, broken down by demographic profile.
c. Run Daily Registrar report.

Weekly Statistics: On Fridays, the Registration clerks:
a. Run the Weekly Registration Statistics report;
b. Circulate the report to all concerned staff and HQ.

Annex 11(a): Sample Announcement for General Information

INFORMATION FOR REFUGEES ON UNHCR REGISTRATION

This notice on **registration** aims to inform refugees about how UNHCR assists refugees and asylum seekers through registration.

WHAT IS REGISTRATION?

- **Registration** is a process of recording, verifying and constantly updating information on persons identified to be refugees or otherwise of concern to UNHCR.

- **Registration** aims to protecting refugees, identifying and implementing durable solutions for them.

- **Registration** is conducted by States (governments) and/or UNHCR in conjunction with competent partners and in full consultation with the refugees

- **Registration** must fully respect the confidential nature of the relationship between the protecting agent (government or UNHCR) and the refugees

WHY SHOULD I BE REGISTERED?

Being registered and documented as an asylum seeker or refugee allows UNHCR and governments to protect you. To properly provide this protection, registration information about you and your family needs to be accurate and up to date. The documents provided to you as a result of registration protect you from being forcibly returned to your country of origin or prevent you from being arrested or detained for no reason. Registration allows you to access UNHCR and other services that are critical to your well being. It can also help separated children and missing persons to be re-united with their families.

If your family status has changed (married, divorced, newborn, death, etc.) you should inform UNHCR about this as soon as possible.

WHAT DO I HAVE TO BRING TO GET REGISTERED?

- ➤ When you are called, bring all your family members residing with you
- ➤ Bring all documents relating to you and your family members
- ➤ *OPTIONAL* Bring food and water for you and your family members

REGISTRATION AND FRAUD!

- ➤ All UNHCR services, information and documents are free.
- ➤ Any individual who offers to register refugees in return for money or other forms of compensation is committing fraud and is breaking the law.
- ➤ Only refugees and asylum seekers can be registered by UNHCR.
- ➤ Misrepresenting facts about family links during an interview is a form of fraud and may prevent you from being assisted by UNHCR.
- ➤ Any individual found misrepresenting UNHCR, or a government authority, selling identity documents, ration cards or producing fraudulent documents will be reported to the authorities and will be dealt with according to the full force of the law.

Annex 11(b): Sample Announcement for Registration Activities

REGISTRATION WITH UNHCR   **1 June 2003**

UNHCR wishes to announce that as of 21 June 2003 it will conduct regular registration activities and the continual verification of already gathered information about persons of concern. The purpose of these activities to collect and verify information about you and your family members in order to provide you and your family with identity cards and so that you may be known as a person of concern to UNHCR. As part of this process we will be collecting photographs of all your family members.

WHY SHOULD I BE REGISTERED?

Being registered and documented as an asylum seeker or refugee allows UNHCR and Governments to protect you. To properly provide this protection, registration information about you and your family needs to be accurate and up to date. The documents provided to you as a result of registration can protect you from being forcibly returned to your country of origin or prevent you from being arrested or detained for no reason. Registration allows you to access UNHCR and other services that are critical to your well being. It can also help separated children and missing persons to be re-united with their families.

WHAT DO I HAVE TO BRING TO BE REGISTERED?

On the appropriate day, please bring all your family members residing with you. Bring all your documents relating to you and your family members. Bring food and water for you and your family members.

INTERVIEWS & PHOTOGRAPHS

A registration officer will ask questions about you and you family members. You and you family members should be prepared to provide clear and prompt information about your name, your date of birth and the relationships to other family members.

In order to have a record of what you look like UNHCR will take a photograph of you and your family members. UNHCR asks that you do not wear any jewellery or make up during the registration day. UNHCR will also ask you to remove any head coverings when the photo is taken.

As part of verifying current registration information, you and your family may be visited at your residence by a registration officer. Please respond any questions that you may be asked about your name, your address, your country of origin, your date of birth, your relationship to the other members of your family, or other questions related to registration information that you may have already provided to UNHCR.

REGISTRATION AND FRAUD!

➢ All UNHCR services, information and documents are free.
➢ Any individual who offers to register refugees in return for money or other form of compensation is committing fraud and is breaking the law.
➢ Only refugees and asylum seekers can be registered by UNHCR.
➢ Misrepresenting facts about family links during an interview is a form of fraud and may prevent you from being assisted by UNHCR.
➢ Any individual found misrepresenting UNHCR or a government authority, selling identity documents, ration cards or producing fraudulent documents will be reported to the authorities and will be dealt with according to the law.

UNHCR REFERRAL FOR ASSISTANCE

1. Services Requested For:

☐ **MEDICAL**   ☐ **COUNSELLING**   ☐ **EDUCATION**   ☐ **TRANSPORT**

☐ **PROTECTION**   ☐ **OTHER**

2. *Referred by* (please print name in full)   *Title*

Signature_____ Date:_____ Time:_____

3. Section & Officer Responsible for Follow-up Action:

4. Name of Refugee (or Person of Concern)

Date of Birth   *UNHCR No.*   *Gender*   *Nationality*

5. *Names of Accompanying Persons*

1._____   **6.**_____

2._____   **7.**_____

3._____   **8.**_____

4._____   **9.**_____

5._____

6. *Reason for Referral* (please give details)

_____

_____

_____

_____

_____

_____

Govt. Coat of arms or State flag should conform to national standards

Use a smaller font for static titles. Variable data should appear in larger, bold, uppercase typeface to facilitate visibility.

Issuing Authority: Heading should appear in the language and script of the country of asylum. (Script used here is fictitious).

The Registration number must be unique for each individual registered. For specific instructions on individual numbering, please see section 14.4 of this Handbook.

Name order should be standardized.

Use the standard date format.

Issuance date is optional.

Operations should carefully consider the inclusion of country of origin information on ID cards. In some countries, authorities may compromise the rights of a refugee if this information is included.

Barcodes can assist in helping lookup an individual quickly in a registration database. However, considerable technical capacity is needed to use them effectively.
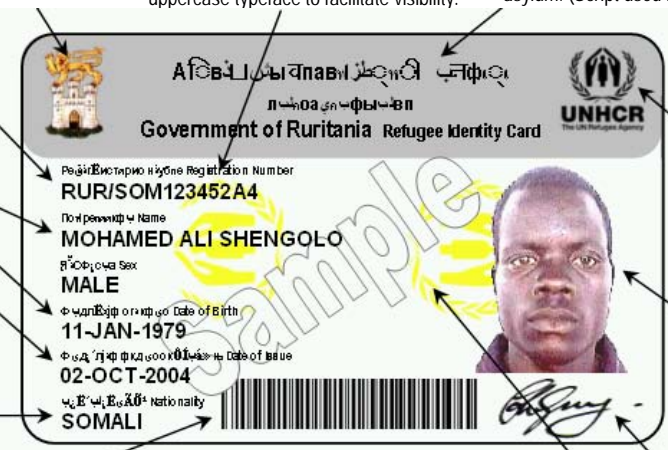
Since refugee protection through ID documentation remains the ultimate responsibility of the State, the UNHCR logo is not usually required. In offices where UNHCR plays a major role in ID card issuance, the logo can be used. Note that UNHCR enforces strict regulations regarding the format of its logo.

This photo was taken during actual registration activities using a simple web cam. Ensuring good lighting, close camera proximity and accurate focus ensures that the subject will be recognizable when the ID card is printed. For specific instructions on taking photographs, please see section 16 of this Handbook.

Refugee's signature can be scanned or captured digitally for inclusion on the card.

A clear, direct statement regarding the rights of the refugee under the relevant legal instruments (national law, 1951 Convention, OAU Convention etc.). Other statements may apply depending on the country of issue.

Expiry date will help ensure that cards have not fallen into the wrong hands over a protracted period. This will also provide an opportunity to renew photographs and revalidate existing records as cards expire.

Forgery proof, embedded security features using complex graphics and media such as ultra violet ink (for demonstration purposes, see the "invisible" UNHCR logo seen in yellow here) and/or holograms should be standard features of the ID card

Ministry within the government with the designated authority for refugee related affaires.

Front of Card

Back of Card

The above Refugee Identity Card should be issued with an explanatory note to the refugee regarding its use. The following is a text which could be adapted and built upon for this purpose to meet local requirements:

This Refugee Identity Card is an identity document issued by the authorities of Ruritania in order to facilitate all administrative formalities in connection with the protection of refugees and their families while residing in Ruritania.

It is the duty of each person in possession of a Refugee Identity Card to ensure that proper care is taken of the card and of those issued to accompanying family members.

Any theft or loss of a Refugee Identity Card should be reported in writing to the following address:

> *OFFICE OF THE PRESIDENT*
> *MINISTRY OF THE INTERIOR*
> *National Refugee Commissioner*
> *IBORIA – RURITANIA*
> *TEL 9932 93 87 77*

In case of departure from Ruritania, this card must be relinquished to the Ministry of Interior at the above address.

**UNITED NATIONS
HIGH COMMISSIONER
FOR REFUGEES**

**NATIONS UNIES
HAUT COMMISSARIAT
POUR LES RÉFUGIÉS**

[adresse de la Délégation]

[address of Country Office]

Telephone:
Fax:
E-mail:

Reference number: Date of Issue:

UNHCR ASYLUM SEEKER CERTIFICATE

Name of Applicant:

UNHCR Registration no.:

Date of birth:

Place of birth:

Nationality:

Date of entry in (*host country*):

Place of entry:

photograph

(with UNHCR stamp)

TO WHOM IT MAY CONCERN

This is to certify that the above-named person, national of [*insert country of nationality*], is an asylum seeker whose claim for refugee status is being examined by the United Nations High Commissioner for Refugees. As an asylum seeker, [*he/she*] is a person of concern to the United Nations High Commissioner for Refugees, and should be protected from forcible return to a country where [*he/she*] would face persecution, pending a final decision on his or her refugee status. Any assistance accorded to the above-named individual would be most appreciated.

Questions regarding the information contained in this document may be directed to the United Nations High Commissioner for Refugees at the address above.

(Signature of designated UNHCR Officer)

This document is valid until: *(period of validity not to exceed one year from date of issue)*

This document is only valid in the original when bearing official UNHCR stamp.

**UNITED NATIONS
HIGH COMMISSIONER
FOR REFUGEES**

**NATIONS UNIES
HAUT COMMISSARIAT
POUR LES RÉFUGIÉS**

[adresse de la Délégation]

[address of Country Office]

Telephone:
Fax:
E-mail:

Reference number: Date of Issue:
                                           Date of Expiration:

UNHCR REFUGEE CERTIFICATE

Name of Applicant:

UNHCR Registration no.:

Date of birth:

Place of birth:

Nationality:

photograph

(with UNHCR stamp)

TO WHOM IT MAY CONCERN

This is to certify that the above-named person has been recognized as a refugee by the United Nations High Commissioner for Refugees, pursuant to its mandate. As a refugee, [*he/she*] should be protected from forcible return to a country where [*he/she*] would face persecution. Any assistance accorded to the above-named individual would be most appreciated.

Questions regarding the information contained in this document may be directed to the United Nations High Commissioner for Refugees at the address above.

(Signature of designated UNHCR Officer)

This document is only valid in the original when bearing official UNHCR stamp.

Annex 14: Standard Entitlement Documents

Family Card

This card can be used as a temporary registration and entitlement card.

Ration Card

Plastic family ration card normally used as entitlement card. It has a unique serial number linking the family to the registration database and the registration form. Can be punched to record distribution of food and non-food items, or other services.

Annex 15: Standard Registration Materials

STOCKPILE OF STANDARD REGISTRATION MATERIALS
UNHCR HEADQUARTERS, GENEVA

The Population and Geographic Data Section (Division of Operational Support) at Headquarters maintains a stockpile of standard registration materials as specified in the "UNHCR Handbook for Registration" (Geneva, September 2003) and subsequent guidance on registration by PGDS and Project Profile.

Offices in the field should address their **requests for registration materials**, preferably by E-mail, to the respective Desk, with copy to the (senior) registration officer at Headquarters. Field offices in the regions covered by a regional registration officer (such as Central and West Africa, East and Horn of Africa and Great Lakes) should obtain clearance for their registration strategies and materials prior to contacting Headquarters. Regional stocks of materials may be available.

The request should contain:
- the precise specifications and quantities required (it will be useful to attach the registration plan and/or methodology)
- relevant authorised budget code, sub-projects and sector activity (normally O.22) for the replenishment of the stock including freight costs; and
- shipping (pouching) address and contact person (name / title of responsible admin. or logistics officer in the receiving field office).
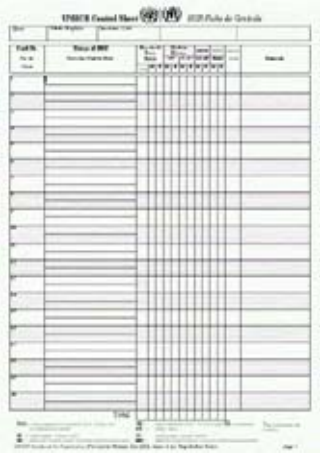
Standard items listed in this annex will be shipped immediately upon clearance by the Senior Registration Officer at Headquarters. The Mail & Stationary Unit is responsible for releasing the registration materials from the UNHCR stockpile in Geneva and for dispatch of goods to field offices. This Unit will notify the requesting field office of the shipping arrangements and expected date of arrival. It will also copy the Airway Bill to the field office for smooth customs procedures.

All items taken from the stockpile must be replenished immediately. To ensure that the HQ stocks are readily available for field operations, the respective Desk is responsible for raising Purchase Requests (PR) to the Supply Management Service (SMS).

Materials can normally be released immediately (same day for requests received a.m. and next working day for p.m.) and pouched (small quantities up to 15 kgs) at regular pouch dates or shipped (large quantities) at earliest convenience depending on air traffic, connections and availability of freight capacity. Official travellers may be requested by the respective Desks to carry limited amounts of materials as part of their accompanied luggage if other arrangements would take considerably more time.

Field offices are encouraged to place their orders well ahead of planned registration/verification exercises and to replenish their local stocks as applicable and needed. Feedback on the field offices' use of these materials is appreciated.

ANNEX 1: LIST OF STANDARD ITEMS AND THEIR BASIC SPECIFICATIONS

	Item	Use	Item number in Purreq	Unit cost	Specifications
	Manual counter	Facilitates counting of individuals in large flows, at border crossing points, embarkation or disembarkation, convoy management etc.	74056	USD 4.00	Metal; 5-digit counting to max. 99,999 with reset function.
	Fixing token	Facilitates the fixing of a population as refugees. Used at border, transit or reception centers, or for emergency food distributions etc.	72070	USD 0.06	Good quality paper; size 90 x 40 mm, with forge-proof pattern, colours as shown in photograph; with serial numbers and UNHCR logo
	Control sheet	Used to capture names of household representatives when individual registration is not feasible and basic demographic refugee data at the household level. Corresponds to Level 1 registration as described in Chapter 5 of the Handbook for Registration.	72076	USD 0.08	A4 format Three self-carbonising copies Max. number of families: 20

	Family card	Used in conjunction with the control sheet (see previous item), as a temporary registration card.	72072	USD 0.06	130 x 105 mm; UNHCR logo; cardboard paper; serial numbers; punchable areas for distribution of food and other commodities
	Single hole puncher	Used to punch different parts of cards.	72073	USD 5.00	Forged steel; diamond pattern
	Wristbands	Used for the fixing of the population when recycling and mixing with non-eligible individuals is common (such as in case of proximity of refugee settlements to local populations etc.).	72074	USD 0.09	Flexible plastic; with strong plastic one-way fixture (breaks when opened); with serial number and UNHCR logo
	Registration form	Used for level 2 registration as described in Chapter 5 of the Handbook for Registration (September 2003). Normally used for *prima facie* protection arrangements).	72075	USD 0.09	A4 format Three self-carbonising copies Bilingual (E/F)

	Registration card	Plastic family registration card normally used as entitlement card. It has a unique serial number linking the family to the registration database and the registration form. Can be punched to record distribution of food and non-food items, or other services.	72071	USD 0.07	PVC which does not tear; forge proof pattern on back; with UNHCR logo; serial numbers (not shown on photograph).
	Invisible/indelible ink	Used for marking of processed individuals to avoid "same-day" recycling.	72088	USD 7.00	Non-toxic liquid in spray bottles of 100 ml.
	UV lamps for ink detection	Used to check for indelible ink (see previous item) verify if an individual has been processed before	72089	USD 9.00	Ultra violet fluorescent lamp battery powered hand-held, complete with wrist strap and set of 4 AA batteries.
	Megaphones	Crowd control and public address tool.	46370	USD 100.00	Max. output 25W; complete with handgrip, shoulder strap and batteries; audible range of 1.1 km, urban areas 0.4 km.

ANNEX 2:   PROCEDURE FOR ORDERING REGISTRATION MATERIALS

Responsible Entity/Unit	Responsibilities for Standard Materials	Responsibilities for Customised Materials
Branch Office / Field Office Protection and Programme staff	Plan and design of registration activities Budget for registration items Identify the correct budget line and project to charge Request the Desk to for release of standard materials from stockpile and initiate replacement purchase	Plan and design of registration activities Design customised registration materials Budget for registration items Identify the correct budget line and project to charge Request the Desk to initiate procurement
Desk (Senior) Desk Officer Programme Assistant	Review request from field and forward it to Registration Officers (DOS/PGDS) Raise purchase request to replenish HQ stockpile (consignee: UNHCR Geneva)	Review request from field and forwarded it to registration officers (DOS/PGDS). Raise purchase request including specifications as confirmed by PGDS
Population & Geographic Data Section (Senior) Registration Officers	Review the registration strategy and plans Authorise release of registration materials from the HQ stockpile Follow-up with Desk and SMS on order and delivery of materials Maintain and control HQ stockpile	Review and clear registration strategy and plans Confirm necessity for and specifications of customised items with Desk and SMS Follow-up with Desk and SMS on order and delivery of materials
Supply Management Service (Senior) Purchasing Officer Responsible buyer	Issue purchase order for replenishment of HQ stockpile	Obtain quotation Proof-check sample (if applicable) with PGDS and field. Issue purchase order for procurement of materials Follow-up with vendor and inform field office of arrival date of the materials
Mail and Stationery Unit Storekeeper	Release and initiate shipment of items to final field destination Inform field office of estimated time of arrival (ETA) for the materials	*[No involvement.]*

Annex 16(a): Annual Statistical Reports

Annual Statistical Report

Year covered:	
Country of asylum / residence being reported:	
Name of focal point:	

Table I. Refugees and others of concern to UNHCR -- Summary

Type of population	Data element	Source	Begin year(*)	End of year
1. Refugees	Total refugee population	Table II		-
2. Asylum-seekers	Total pending applications	Table V		-
3a. Returned refugees	Total returns during past 2 years	Table VI.A		-
3b. Returned IDPs	Total IDP returns during past 2 years	Table VI.B		-
4a. Internally displaced	Total IDP population (of concern to UNHCR)	Table VI.B		-
4b. Others of concern	Total Others (of concern to UNHCR)	Table VI.C		-
Total population of concern				-

(*) Should equal End-of year previous Annual Statistical Report.

Annex 16(a): Annual Statistical Reports (continued)

Table II. Refugee population and changes(1)

Basis: (_)
Registration/census;
(_) Estimate; (_)
Survey; (_)
Various/Other

Source: (_) Government; (_) UNHCR; (_) NGO; (_) Various/Other

Origin	Pop. begin year		Increases during the year					Decreases during the year									Pop. end-year(4)	
	Total	of which: UNHCR-assisted	Spont. arrivals		Resettle-ment arrivals	Other (explain)	Total	Vol. repatriation(3)		Resettlement		Cessation	Natura-lization	Other (explain)	Total	Total	Total	of which: UNHCR-assisted
			Prima facie	Indiv. recogn. (2)				Total	of which: UNHCR-assisted	Total	of which: UNHCR-assisted							
							-									-	-	
							-									-	-	
							-									-	-	
							-									-	-	
							-									-	-	
Total	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
- % female																		

Notes

(1) This table should provide an overall estimate of all refugees in the country, including 1951 UN/1969 OAU Convention refugees, Mandate refugees and those granted humanitarian status and temporary protection.

Include both *prima facie* and individually recognized refugees. Asylum-seekers who have yet to undergo individual status determination should NOT be reported in this Table, but in Table V.

Annex 16(a): Annual Statistical Reports (continued)

Table III. Populations of concern to UNHCR:
demographic characteristics and location by end-year (*)

Basis: Registration (R), Estimate (E), extrapolation from survey(S): �⌟ *(indicate basis in this box)*

Name of location	Type (ref/idp/ etc.)(a)	Origin	Female					Male					Grand total
			0-4	5-17	18-59	60 and over	Total (b)	0-4	5-17	18-59	60 and over	Total (b)	(b)
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
Total camps			-	-	-	-	-	-	-	-	-	-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
Total urban			-	-	-	-	-	-	-	-	-	-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
							-					-	-
Total rural/dispersed/other			-	-	-	-	-	-	-	-	-	-	-
GRAND TOTAL			-	-	-	-	-	-	-	-	-	-	-

Notes

(*) As a minimum, the demographic characteristics should be provided for the entire UNHCR-assisted refugee population.

   If no recent census (registration) has been held, an estimate should be provided and the way of estimation explained in a cover note.

(a) Indicate whether the population concerns refugees (REF), IDPs (IDP), asylum-seekers (ASY), returnees, (RET), etc.

(b) If a breakdown by age (sex) is not known, just indicate the total by location in this column.

(c) If a breakdown by type of location (camps, urban, rural) is not known, use this box to report the sex and age of the population by origin and/or location.

Annex 16(a): Annual Statistical Reports (continued)

Table IV. Refugee population as at end-year by legal status and type of recognition(*)

| A. Legal status | | | | | | B. Type of recognition | | | |
Nationality	1951 UN Conv./ 1967 Prot.	1969 OAU Conv.	UNHCR Mandate	Other/ unknown (1)	Total (2)	Prima facie	Indiv. recogn.	Other/ Unknown	Total (2)
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
					-				-
Other					-				-
Stateless					-				-
Total	-	-	-	-	-	-	-	-	-
- % female									

Notes

(*)This Table provides a breakdown of Table II, Population end-year by legal status.

  Therefore, the totals in this Table and in Table II should be the same.

(1) Including humanitarian status (mostly limited to industrialized countries, also known as "B-status", "de facto", etc.)

(2) The Totals of (A) and (B) should be the same.

Annex 16(a): Annual Statistical Reports (continued)

Table V. Individual asylum applications and refugee status determination (*)

Please indicate in box on right:

Data refer to refugee status determination by UNHCR (U) or by Government (G). (Use two forms in case of two procedures.)

For Government procedure: applications refer to "new" applications only (N) (preferred); or include re-opened applications (R)

For Government procedure: decisions refer to first instance only (FI), include administrative review/appeal (AR) (preferred);
  include judicial review/appeal (JR). (If separate statistics are available for each level, please submit them separately.)

Applications refer to number of persons (P) (preferred); or number of cases (C). If cases, provide ave. no. of persons per case.

Decisions refer to number of persons (P) (preferred); or number of cases (C). If cases, provide ave. no. of persons per case.

Nationality (1)	Pending appl. begin year (a) Total	of which: UNHCR assisted(b)	Applied during year	Decisions during year Recognized Conv./ Mandate	Other (c)	Rejected	Otherw. closed (d)	Total decided (e)	Pending appl. end-year (f) Total	of which: UNHCR assisted(b)
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
								-	-	
Other								-	-	
Stateless								-	-	
Total	-	-	-	-	-	-	-	-	-	-
- % female										

Notes

(*) This form can be replaced in part or wholly by a copy of original government statistics with a translation of the main concepts into English.

Use a second copy of this sheet when reporting on both UNHCR and Government procedures. Do NOT mix both procedures on one sheet.

(1) If there are more nationalities than the number of lines available, this format should be enlarged with additional lines or a second copy can be filled out.

(a) Same as Pending applications end-year as reported the year before. Possible differences should be reconciled under Otherwise closed.

(b) All urban asylum-seekers assisted by or through UNHCR. If asylum-seekers have been recognized, they should be reported under Refugees (Table II.)

(c) Including humanitarian status (mostly limited to industrialized countries, also known as "B-status", "de facto", etc.)

(d) Application closed with no substantive decision taken, usually as a result of "no-show" (asylum-seekers who have "disappeared"),
    rejection on formal grounds, etc.

(e) Total decisions should normally equal total Recognized plus rejected plus Otherwise closed.

(f) Pending applications end-year should normally equal Pending applications begin year plus Applied during year minus Total decisions during year.

Annex 16(a): Annual Statistical Reports (continued)

Table VI. Returnees and Others of concern to UNHCR (IDPs; Others)

A. Returnees (= returned ex-refugees)

Source: (_) Gvt.; (_) UNHCR; (_) NGO; (_) Var/Oth.   Basis: (_) Registration/census; (_) Estimate; (_) Survey; (_) Various/Other

From (country of asylum)	Returns during reporting year		Returns during year prior to reporting year		Total returns during past two years (1)		Total returns since start of movement		Percentage female	
	Total	of which: UNHCR-assisted	Total	of which: UNHCR-assisted	Total	of which: UNHCR-assisted	Total	of which: UNHCR-assisted	During reporting year	Year prior to reporting year
					-	-				
					-	-				
					-	-				
					-	-				
					-	-				
					-	-				
					-	-				
Other					-	-				
Total	-	-	-	-	-	-	-	-	-	-
- % female										

(1) Total returns during past two years constitute the returned refugee population as at end-reporting year.

Annex 16(a): Annual Statistical Reports (continued)

B. Internally displaced (of concern to/assisted by UNHCR only)

Source: (_) Gvt.; (_) UNHCR; (_) NGO; (_) Var/Oth.   Basis: (_) Registration/census; (_) Estimate; (_) Survey; (_) Various/Other

Year	Population begin year		Newly displaced IDPs		Returned ex-IDPs (3)		Resettled IDPs		Population end-year	
	Total	*of which: female*	Total	*of which: female*	Total	*of which: female*	Total	*of which: female*	Total	*of which: female*
X (1)									-	
X-1 (2)									-	

(1) Year X = year on which is reported. (2) Year X-1 = year prior to reporting year.

(3) Total IDP returns during X plus X-1 constitute the returned IDP population as at end-reporting year.

C. Others of concern

Source: (_) Gvt.; (_) UNHCR; (_) NGO; (_) Var/Oth.   Basis: (_) Registration/census; (_) Estimate; (_) Survey; (_) Various/Other

Description	Pop. begin year		New arrivals	Other increases	Returns	Other decreases	Pop. end-year	
	Total	*of which: UNHCR-assisted*					Total	*of which: UNHCR-assisted*
							-	
							-	
							-	
							-	
							-	
							-	
Total	**-**	**-**	**-**	-	-	-	-	-
- % female								

Annex 16(b): Quarterly Statistical Reports

Quarterly Statistical Report *(cumulative as from 1/1)*(*)

Country: _____   **Reporting period:**   **Focal point:** _____
1 January _____ to:_____

A. Refugee population and changes

Include all refugees, regardless of status (Convention, UNHCR Mandate, humanitarian status, temp. protection), type of recognition (prima facie, individual), basis (registration or estimate) or source (UNHCR, Gvt.). Asylum-seekers should be reported under B.

| Origin | Population 1 Jan. | | Increases since 1 Jan. | | Decreases since 1 Jan. | | | | Other decrease (explain) | Population end-quarter | |
| | | | | | Vol. repatriation | | Resettlement | | | | |
	Total	of which: UNHCR-assisted	New arrivals	Other increase (explain)	Total(1)	of which: UNHCR-assisted	Total	of which: UNHCR-assisted		Total	of which: UNHCR-assisted
Total											
% female											

(1) Ensure consistency with reporting on returns by country of origin.

B. Individual asylum applications and refugee status determination (indiv. Cases) (*)

Procedure:(_)UNHCR/(_)Government; (_) First instance, (_)incl. appeal; (_)Persons, (_)Cases

| Natio-nality | Pending appl. 1 January | | Applied since 1 Jan. | Decisions since 1 January | | | | Total decided (1) | Pending appl. end-quarter (2) | |
| | | | | Recognized | | | | | | |
	Total	of which: UNHCR assisted		Conv./ Mandate	Other	Rejected	Otherw. closed		Total	of which: UNHCR assisted
Total										

(*) This Table should normally also cover urban asylum-seekers.   (1) Equals Recognized + Rejected + O/w closed.

(2) Equals pending applications 1/1 plus Applied during period minus Total decided.

C. Returned refugees

(To be reported by country of return)

From (asylum country)	Returns during current year					Descrip- tion/ location	Total as at 1/1	Displac ed since 01-Jan	Returne d since 01-Jan	Resettl ed since 01-Jan
	First quarter	Second quarter	Third quarter	Fourth quarter	Total					
Total						**Total**				

Annex 16(c): Guidelines for Standard Statistical Reports

Guidelines on
GENERAL POPULATION STATISTICS
(from Section 6.8 of Chapter 4 of the UNHCR Manual)

1.   Introduction

1.1   Accurate and up-to-date statistics on refugees and others of concern to UNHCR are required by Field Offices and by Headquarters for operations planning, monitoring and evaluation, for official reporting purposes (Executive Committee, ECOSOC) and to satisfy general information needs (public information, fund raising, speeches, research, maps, etc.). This section provides information on the type and frequency of the minimum data required and the procedures, guidelines and formats to be followed. [Note: For some regions/operations, e.g. the industrialized countries, special requirements may exist. Please consult the Statistical Unit, Division of Operational Support for non-standard reporting requirements as well as for any question relating to this Section.] This section covers: the Annual Statistical Report and the Quarterly Statistical Report.

2.   Accuracy and consistency

2.1   As the forms are used for the compilation of many reports, all efforts must be made to fill out these forms as accurately as possible. Particular attention should be paid to the Annual Statistical Report as this Report is used as the basis for numerous internal and external purposes.

2.2   Except in the case of emergency situations, where the reporting frequency is much higher (i.e. daily or weekly), all statistics provided for internal or external use, including those used in EXCOM reports, Country Operations Plans (COP) and Country Operations Reports (COR), implementing instruments, appeal documents, public information activities, maps, etc. should be based on statistics reported on the above forms. *The statistical forms should be considered as the only source for official statistical reporting. Therefore, only these forms should be used (i) for field offices to report statistics, (ii) for various parts of UNHCR to use statistics.* This will ensure the necessary consistency between the various documents issued by the Office, both at Headquarters and in the field.

2.3   Statistics cover both protection and assistance activities, while they have a significant external relations function. It is therefore imperative that the statistics are compiled in close consultation with various parts of the Office before they are submitted to Headquarters.

3.   Drafting statistical texts

3.1   With the increased availability of statistics, an increasing number of sections and services at Headquarters are using statistics, summarizing data, providing statistics to third parties, etc. This Section provides guidelines for the use of reported statistics and the drafting of statistical texts.

3.2 One of the main challenges facing the Office in the area of statistics is the use of non-standard concepts to describe the population of concern to UNHCR. When drafting texts concerning refugees and others of concern to UNHCR, special attention should, therefore, be paid to the *proper use of the standard terminology*, as provided in this Section. As the columns on each form are clearly described in the Guidelines, the use of the standard forms as the basis for all statistical texts will ensure that standard concepts and definitions are respected.

3.3 The following subjects are often a source of confusion:

a) <u>Type of population of concern.</u> Each statistical text should be very clear about the type of population of concern to UNHCR. Four main types are distinguished: refugees (recognized refugees), asylum-seekers (persons who have to undergo individual refugee status determination, but whose asylum requests have not yet been approved), returned refugees (refugees who have returned to the reporting country (=country of origin) over the past two years) and Others of concern (including IDPs, returned IDPs and Various).

b) <u>Whether the population benefits from UNHCR assistance.</u> The preferred terminology is *UNHCR-assisted* refugees, etc.

c) <u>The issue of women and children</u>. When drafting texts describing programmes for women and children, a statement such as "x per cent of the population are women and children" should generally be avoided. First, there is no reason to combine these two different population groups (not all women and children are "vulnerable"). Second, providing a percentage on women or children refugees is very confusing if the precise age breakdown is lacking. See Table III of the Annual Statistical Report for standard terminology in using statistics by age and sex.

d) <u>Reconciliation of voluntary repatriation and returnee statistics.</u> One major source of discrepancies is the lack of reconciliation of voluntary repatriation statistics between UNHCR Offices in countries of asylum and the returnee statistics reported by Offices in the country of origin (return). Every effort should be made to reconcile the statistics provided in Table VI.A (returnees as reported by the country of origin/return) and those provided in Table II (voluntary repatriation as reported by the country of asylum) of the Annual Statistical Report.

e) <u>The use of standard reporting periods (dates)</u>. This is critical in reporting and drafting texts using refugee statistics. On the statistical forms, the reporting periods are clearly indicated, generally on the top of each form. When using refugee statistics, the standard periods are calendar years, quarters and months.

Examples of standard texts or boxes

3.4 The following examples may be used when drafting statistical texts. To avoid an overly descriptive paragraph, small boxes are often to be preferred (see below).

• <u>Example A (Refugees and Others of concern to UNHCR)</u>

"At the end of 1999 [By 31 December 1999], {country of asylum} hosted 11,050 refugees, some 9,010 of whom were assisted by UNHCR. Most refugees originate from {country of origin 1} (10,350), {country of origin 2} (400) and {country of origin 3} (260). During 1999, {country of asylum} registered some 220 *prima facie* refugee arrivals, most of whom arrived from {country of origin 1}. Some 150 refugees repatriated to {country of origin 2 and another 40 to {country of origin 3}, all of whom with UNHCR-assistance. During the year, 73 refugees were resettled.

Some 55 per cent of the refugees are female, whereas 16.4 per cent of the refugee population is under five years of age. The country is also hosting some 2,000 asylum-seekers and some 3,000 former refugees who have returned to {country of asylum} since January 1997."

The first paragraph of the above text may be summarized in the following box:

| | Ref. pop 1/1 | | Spont. | Other | Vol. | Resettle- | Other | Ref. pop 31/12 | |
Origin	Total	Assisted	arrivals	incr.	Rep.	ment	decr.	Total	Assisted
Origin 1	10,100	8,000	200	150	-	25	80	10,345	8,200
Origin 2	580	580	-	10	150	30	7	403	580
Origin 3	300	250	-	10	40	10	-	260	200
Other	65	65	18	1	28	8	5	43	25
Total	11,045	8,895	218	171	218	73	92	11,051	9,005

- Example B (Asylum applications and refugee status determination)

"During 1999, 162 persons applied for asylum in {country of asylum}. Most asylum-seekers originated from {country of origin 2} (58), {country of origin 1} (50) and {country of origin 3} (49). During the year, a total of 236 adjudication decisions were taken by the Government [by UNHCR], 24 of which were positive, 32 of which were rejected, whereas 18 applications were closed for other reasons. The number of pending cases decreased from 109 as at 1 January to 35 as at 31 December. The annual refugee recognition rate amounted to 10.2 per cent."

The above text may be summarized in the following box:

Origin	Pending 1/1	Applied	Recog-nized	Rejected	Otherw. closed	Total decisions	Pending 31/12	Recogn. rate (%)
Origin 1	34	50	5	8	2	15	69	33.3
Origin 2	25	58	8	9	4	21	62	38.1
Origin 3	10	49	5	3	4	12	47	41.7
Other	40	5	6	12	8	26	19	23.1
Total	109	162	24	32	18	236	35	10.2

- <u>Example C (Voluntary repatriation and return)</u>

    "From year X to Y, x persons are estimated to have returned to country A. (The word "return" should only be used by the Office in the receiving country (country of origin, return.)   "During   the first quarter of year Z, x persons repatriated with UNHCR-assistance." (The word "repatriated" should only be used by the Office in the sending country (country of asylum).

    The following box could be used in texts describing refugee returns:

From (country of asylum)	Returns during yr. X		Returns during yr. X-1		Returns during yr. X-2		Returns during yr. X-3		Total returns	
	Total	*of which: UNHCR-assisted*	Total	*of which: UNHCR-assisted*	Total	*of which: UNHCR-assisted*	Total	*of which: UNHCR-assisted*	Total	*of which: UNHCR-assisted*
Country 1 Country 2 Country 3 Country 4										
Total										

4.   **Frequency and Submission of Statistical Forms**

The Annual Statistical Report (ASR)

4.1   The Annual Statistical Report is the authoritative statistical report on refugees and others of concern to UNHCR during a particular year and should be submitted once a year, no later than 31 January following the reporting year. In case Field Offices cannot meet this deadline (i.e. countries located in the industrialized countries where Offices have to await the compilation by Governments) they must inform Headquarters in writing about the expected date of submission.

4.2   The Annual Statistical Report is included as Appendix 1 of this Chapter, and is available electronically as RURASRYY.XLS. The file contains six worksheets: Sum, Ref, Demo, Status, Rsd and Other. Each worksheet corresponds to a different statistical form. All statistics should be submitted, where possible, in electronic format using e-mail. Do not submit any other electronic format than the ones provided. Do not change the format in any way, except to add lines in case there are more nationalities to report than provided for.

4.3   When submitting the forms, the following file name conventions should be followed. Use position 1-3 for the standard UNHCR 3-digit standard country code, position 4-6 should not be changed, and use position 7-8 to indicate the year. For instance, the 2000 Annual Statistical Report submitted by (on) the Maldives should be named MDVASR00.XLS.

The Quarterly Statistical Report (QSR)

4.4   UNHCR Field Offices should submit four quarterly statistical reports per calendar year: the first covering the period January to March, the second covering January to June, the third covering January to September and the fourth covering January to December. The Quarterly Statistical Report should be sent as soon as possible, normally no later than by

the 15th of the month following the reporting period. Generally, the form should accompany the monthly SITREP in the form of a separate (EXCEL) file. Bureaux should forward the forms to the Statistical Unit for compilation. While statistical information may be summarized in SITREPs under the heading "Statistics/Registration", the Quarterly Statistical Report will be considered as the only official source for statistics. In case monthly statistics are required, the QSR may be used on a monthly basis.

4.5   When submitting the Quarterly Statistical Report, use position 1-3 of the filename for the three standard UNHCR 3-digit country code, use position 4-6 to indicate the relevant quarter (QU1, QU2, QU3, QU4) whereas position 7-8 should be used to indicate the year. For instance, the Quarterly Statistical Report for the Maldives covering the period January to June 2000 should be submitted as MDVQU200.XLS. Do not change the format in any way, except to add lines in case there are more nationalities to report than provided for.

Industrialized countries

4.6   Offices located in industrialized countries (essentially countries in North America, Western and Central Europe as well as Australia, New Zealand, Japan) may replace the submission of the Quarterly Statistical Report by monthly or quarterly reporting of relevant Government statistics (mostly asylum and refugee status determination statistics by country of origin), either by sending the original Government statistics or by means of a form or electronic file agreed with by the Statistical Unit.

5.   Guidelines for the completion of the forms

5.1   The forms should not be changed in any way, except to add lines in case there are more nationalities to report than there is room. Thus, no columns may be added (deleted) and no headings may be changed. Please note in particular:

5.2   When reporting on the origin or nationality, either state the standard UNHCR three-digit country code (see Annex .. of this Chapter or write the name in full. *No other country codes than those provided herewith should be used).*

   a)   Use a zero (0) if the value is zero, use a double dot (..) if the information is not available, use N/A for not applicable. All estimated figures must be rounded to the nearest 10, 100 or 1,000, as appropriate.

   b)   In most forms, a breakdown by nationality is requested. If this breakdown is not available, at least the bottom line stating Total should be filled out.

   c)   In principle, all statistics should refer to the number of persons. In case the number of persons is not available, the number of families (cases, decisions, etc.) should be stated. This should be clearly marked in a cover note, and the average number of persons per family (case) should also be provided.

   d)   The information reported at the beginning of the reporting year should be consistent with the information reported at the end of the previous reporting year. This applies in particular to Table II (Population begin year), Table V (Applications pending begin year), Table VI.B (Population begin year) and Table VI.C (Population begin

year). Information provided in Table VI.A, requesting information on more than one year ago, should also be consistent with statistics submitted earlier.

e) The term "UNHCR-assisted" normally refers to the number of beneficiaries of UNHCR programmes (i.e. emergency, care and maintenance, voluntary repatriation, local settlement, resettlement).

f) Refugee population statistics are not available in most industrialized countries. The refugee population estimate for these countries is based on cumulative number of recognized asylum-seekers and refugee arrivals over the past five (for countries of permanent settlement) or ten (for the other relevant countries) years. Particularly in industrialized countries, an effort should be made to adhere as closely as possible to statistics published/made available by the relevant authorities.

Table I.   Refugees and Others of concern to UNHCR-- Summary

6. The information in this summary table is automatically generated once all other forms have been filled out.

Table II.   Refugee population and changes

7.1 This Table should include all refugees in the country. List in this table all refugees recognized by the Government and/or UNHCR, including (a) persons recognized as refugees by Governments having ratified the 1951 United Nations Convention Relating to the Status of Refugees, and/or its 1967 Protocol; (b) persons recognized as refugees under the 1969 Organization of African Unity (OAU) Convention Governing the Specific Aspects of Refugee Problems in Africa; (c) those recognized in accordance with the principles enshrined in the Cartagena Declaration; (d) persons recognized by UNHCR as refugees in accordance with its Statute (otherwise referred to as "mandate" refugees); (e) those who have been granted a humanitarian (i.e. non-Convention) status in Europe, North America and Oceania and (f) persons, particularly in Europe, who have been granted temporary protection on a group basis (e.g. citizens of the former Yugoslavia). See Table IV for a breakdown of refugees by legal status.

7.2 This Table should cover both *prima facie* and individually recognized refugees. See Table IV for a breakdown of refugees by type of recognition. Please note:

- *Asylum-seekers, that is, persons who should apply individually for asylum, but whose refugee claims have not yet been adjudicated should not be listed in Table II*, but in Table V (under Applications pending end-year).

- Rejected asylum-seekers who may exceptionally (e.g. in South-east Asia) be of concern to/assisted by UNHCR should be reported in Table VI.C.

a) <u>Population begin year.</u> State here the refugee population at the beginning of the year. *The population at the beginning of the year should always equal the total population reported at the end of the previous year.* Discrepancies between the population as was reported at the end of the previous year and the population as at

the beginning of the current year should be stated under "Other increases" or "Other decreases" as appropriate. Note that each Quarterly Statistical Report covering the same year should continue to start with the same population figures each time.

b)   Spontaneous arrivals. List here: (a) "prima facie" refugees who physically crossed the border into the country of asylum during the year, and (b) refugees who may have entered the country earlier but who first registered with the government or with UNHCR during the reporting period. State under "Indiv. Recognized" the number of refugees who were recognized during the year (Table V, Recognitions).

c)   Resettlement arrivals. State here the number of refugees who arrived during the year in the country under a resettlement programme.

d)   Other increases (explain). State here increases in the refugee population other than through spontaneous arrivals or resettlement, including (a) persons who already resided in the country and who became refugees as a result of changed conditions in the country of origin (refugees "sur place"); (b) population increases as a result of a registration, census, survey or estimate, and (c) births.

e)   Voluntary repatriation. Indicate under "Total" the total number of refugees who are estimated to have repatriated during the year. This includes refugees who have not officially de-registered (i.e. "spontaneous departures"), but for whom it can be reasonably assumed that they have returned to their country of origin. Returns are usually reported *both* by the country of asylum (Table II, Voluntary repatriation) as well as by the country of origin (Table VI.A.). Every effort should be made to ensure that these two sources correspond. In case of discrepancies, the country of origin reporting will generally supersede the country of asylum reporting. Population decreases due to a new registration, census, survey or estimate should be reported here if it can be assumed that most of the population decrease is due to unregistered returns. Indicate under "UNHCR-assisted" the number of refugees who have repatriated with UNHCR-assistance, including persons who were provided with a repatriation grant, a repatriation package and/or with transportation provided by or through UNHCR.

f)   Resettlement. State under "Total" the total number of refugees who have left the country of first asylum for a resettlement country and under "UNHCR-assisted" those who were resettled by or through UNHCR.

g)   Cessation. State here the number of refugees whose refugee status ended as a result of cessation (Article 1 (C) 5 of the 1951 Convention).

h)   Naturalization. State here the number of refugees whose refugee status ended as a result of naturalization.

i)   Other decreases (explain). State here other decreases in the refugee population (e.g. *refoulement*, deaths, and local integration other than through naturalization).

j)   Population end-year. State here the refugee population at the end of the year. Note that the "Population end-year, Total" equals the "Population begin year, Total" plus the total of "Increases during the year" minus the total of "Decreases during the year".

Table III. Population of concern to UNHCR: demographic characteristics and location by end-year

8. The coverage of this Table has been changed compared to previous versions of this form. Whereas up to 1998, the demographic breakdown of the UNHCR-assisted refugee population was requested, the current Table allows to record refugees (UNHCR-assisted or not) as well as Others of concern. As a minimum, however, a breakdown by sex and age groups must be provided for all UNHCR-assisted refugees. If no (recent) census or registration has been carried out, the breakdowns should be estimated on the basis of surveys, field assessments, etc. Please make sure that the boxes in the heading of the Table are adequately ticked.

    a) "Urban" refers to asylum-seekers and refugees living in urban areas, often assisted by UNHCR. Please refer in this context to IOM/90/97-FOM/95/97 dated 12 December 1997 on "UNHCR Policy on Refugees in Urban Areas". Note that urban *asylum-seekers* who are registered with UNHCR and are awaiting the determination of their refugee status claim, should be reported in Table V. (Applications pending end-year). "Camps" refer to refugees living in camps or transit centers, whereas "Rural/dispersed/other" concerns refugees who are living in rural areas, but not in camps or centers, often amongst the local population. Populations that are not classified by camp. urban or rural areas should also be reported here.

    b) <u>Name of location.</u> Indicate the name of the location of the assisted refugee population (e.g. name of camp/center, urban area, province or district, etc.).

Table IV. Refugee population as at end-year by legal status, type of recognition and gender

9. In this Table the total refugee population as at end-year (see also Table II, Population end-year) should be broken down by legal status and type of recognition. Thus, each three breakdowns should add up to the same total.

Table V. Asylum applications and refugee status determination

10. This form is to be used for asylum applications and refugee status determination both under the UNHCR Mandate as well as by the Government. Clearly indicate at the top of the Table to which of the two processes the information refers. In case of both Mandate and Government procedures, two copies of Table V. should be used. In the case of Government procedures, copies of official Government documentation may replace the Table entirely or in part.

    a) <u>Pending applications begin year.</u> The number of persons whose asylum claim was pending (submitted, but not yet decided) at the beginning of the year. This should equal the number of pending claims as reported at the end of the previous year.

    b) <u>Applied during year.</u> State the number of persons who applied for asylum/refugee status during the year.

c)   <u>Recognized.</u> State the number of persons whose application for asylum/refugee status was accepted. The column "other" should only be used for Government status determination in those countries where a humanitarian (i.e. non-Convention) status is granted (usually in some industrialized countries only).

d)   <u>Rejected.</u> State the number of persons whose asylum application was rejected.

e)   <u>Otherwise closed.</u> List the number of persons whose asylum application was closed for other reasons than a substantive decision (thus, not recognized or rejected). Such reasons may include "no-show", "disappearance", death, etc.

f)   <u>Total decided.</u> This must equal the number Recognized, Rejected and Otherwise closed.

g)   <u>Pending applications end-year.</u> State here the number of persons whose application was pending (submitted, but not yet decided) at the end of the year. Note that "Applications pending end-year" equals "Applications pending begin year" plus "Applications submitted during year" minus "Total decisions" during the year.

Table VI. Returnees and Others of concern to UNHCR

9.   When filling the table, please take note of the following definitions and instructions:

A)   <u>Returnees (returned refugees).</u> Persons who were of concern to UNHCR when outside their country of origin and who remain so for a limited period after their return. For operational/statistical purposes, a maximum cut-off period of two years (24 months) is applied (see footnote 1 of Table VI.A.).

B)   <u>Internally displaced (of concern to/assisted by UNHCR only).</u> This group refers to persons displaced within their own country for reasons that would make them of concern to UNHCR if they were outside their country of origin, and who have become of concern to UNHCR as a result of a request from the Secretary-General or a competent organ of the United Nations. In addition, IDPs may become of concern to UNHCR because of their proximity to assisted refugee and/or returnee populations. Similar to refugees, IDPs remain of concern for a limited period after their return. For operational/statistical purposes, a maximum cut-off period of two years (24 months) is applied (see footnote 1 of Table VI.B.).

c)   <u>Newly displaced.</u> State the number of IDPs who became displaced during the year.

d)   <u>Returned.</u> State the number of IDPs who have returned to their place of origin during the year.

e)   <u>(Re-)settled.</u> State the number of IDPs who were (re-)settled (in their country) during the year.

f)   <u>Others of concern.</u> Certain specific groups of persons not coming within the ordinary mandate of UNHCR, but to whom the Office extends protection and/or assistance in pursuance to a special request by a competent organ of the United

Nations. (IDPs of concern to/assisted by UNHCR, which also fall under this definition, should be reported in Table VI.B.).