Standard Operating Procedures: Registration of IDP and host family households in Borno State

Objective of document:
- Describe key context for CRS beneficiary registration in Borno State, including challenges associated with registration;
- Describe CRS registration process;

Background

In July and August, 2017 CRS completed initial registration of Internally Displaced Persons (IDPs) and host-community members in the communities of Simari and Muna Dalti, in Maiduguri Metropolitan Council (MMC), in anticipation of providing multi-sectoral support, comprising food, NFI, and water, hygiene, and sanitation (WASH) assistance. Project plans called for a blanket approach to supporting beneficiary households, in which all households residing within the two communities composed of IDPs or hosting IDPs were eligible for assistance. Simari is urban neighborhood in northeastern Maiduguri city primarily composed of compounds in which displaced households have constructed temporary shelters, while Muna Dalti is an open field on the northeastern edge of Maiduguri, in which displaced households have primarily constructed shelters from dried plant material. During the initial registration period, 1090 households were registered in Simari, and 2487 households were registered in Muna Dalti.

In early 2017, CRS completed additional registrations in the community of Benisheik, a town to the west of Maiduguri, and in El-Miskin an informal settlement on the northern periphery of Maiduguri, which like Muna Dalti, is a large field in which IDPs have constructed shelters primarily from dried plant materials. CRS then conducted registration in the town of Gubio, in Gubio Local Government Area (LGA), located on the Maidugui-Damasak road approximately 100 km north of Maiduguri city, where IDPs, returnees and host community members live in a neighborhood setting, with families primarily residing in compounds, either in permanent houses or mud-walled and thatch-roofed structures.

Registration activities have been conducted by teams of enumerators, trained and supervised by CRS Programming staff and supported by a Community Liaison Officer. During field activities, enumerators are organized in small teams of 4-6 enumerators, supervised by a team leader. Team leaders are supervised by the registration supervisor, reporting to a CRS Program Manager. All registration activities were conducted using the RedRose Collect data collection platform, with enumerators completing electronic registration forms on Android telephones. At the time of registration, enumerators collect information on household demographics, resources, needs, coping strategy use, and level of hunger. At the time of registration, enumerators also photograph the respondent and collect biometric information, via a fingerprint scan, from the respondent, and from a proxy, if desired by the respondent. Consent for use of beneficiary information for coordination with other humanitarian actors is also requested from every beneficiary before registration begins.

Over the course of registration activities, the registration process evolved in response to challenges encountered, with the process adapted to ensure registration activities were completed in a safe, fair, efficient, accountable manner that respected the dignity of those being registered.

Major challenges:

- **Limiting the number of non-residents drawn into communities where registration activities are taking place.** With an estimated 1.6 million IDPs residing in the MMC[1] and a large number of INGOs and other organizations providing humanitarian, instances of IDPs and local residents seeking humanitarian aid appearing in communities where INGOs are conducting registration and claiming to be community residents is reported to be common. In some cases, individuals are known to construct additional shelters in communities where they do not permanently reside, but where humanitarian aid is being distributed to increase their likelihood of accessing aid, or to increase the amount of aid they already receive. This phenomenon, to a lesser degree, has also been observed in Gubio, where individuals claim abandoned structures as a place of residence in hopes of being registered.

- **Crowds forming during registration activities.** Crowding during registration process poses significant threats to the safety of both registration staff, and to community residents, as IDP settlements have been the target of person-borne improvised explosive device (PBIED) attacks on a regular basis in late 2016 and in the first months of 2017, although to date attacks have been carried out at night or in the early morning hours. In addition to creating a potential target for an attack, crowding also increases the risk of disputes among individuals seeking to be registered, and increases the risk of trampling incidents.

- **Equitable registration of family units within polygamous households.** Multi-wife households are a common phenomenon within the target group for humanitarian assistance in Borno state, and CRS post-distribution activities and focus groups have shown that decisions about who will decide how e-vouchers are used and how assistance will be shared within a polygamous household can lead to conflict. Additional focus-group discussions, conducted with male and female groups of CRS beneficiaries in Muna Dalti found a preference for each wife to be registered as a head of household, representing her children and other dependents, with the husband registered as member of the household of his first wife.

- **Traditional registration challenges**. Traditional challenges include avoiding the creation of false expectations on the part of potential beneficiaries during registration activities, developing and utilizing fair selection criteria for exclusion of households from receiving assistance, balancing speed and thoroughness in conducting registration, being accountable to potential beneficiaries, ensuring respect for potential beneficiary's dignity, and engaging local stakeholders in supporting the registration process without allowing them to dictate outcomes in a manner that is inconsistent with selection criteria or project goals.

Registration Process

The following list of steps reflects the current CRS beneficiary registration process for neighborhoods and informal settlements (i.e. those for which residency status is not formalized and controlled.

Step 1: Sensitization of key community stakeholders

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[1] ACAPS, "Crisis Profile – July 2016: Northeast Nigeria Conflict,"
https://www.acaps.org/sites/acaps/files/products/files/160712_acaps_crisis_profile_northeast_nigeria_b.pdf

- **Goal:** Inform key stakeholders of registration plans and request support in conducting registration activities.
- **Completed by:** Community Liaison Officer with support from key Programming, MEAL staff
- **Materials:** Talking points
- **Time required:** 0.5-1 day
- **Action:** The Community Liaison Officer and key Programming and/or MEAL staff meet with *bulamas* (local community leader), *imams* and other leaders within the host community to introduce the organization, its work in Nigeria, and the registration process.
  - **Topics to be covered:**
    - Registration objectives and process;
    - Timeline for registration and earliest anticipated start-date of assistance activities;
    - Need for *bulamas* and other community leaders support in ensuring safety of registration team and resolving any conflicts, including identification of those who claim to be community members but in fact are not permanent residence of the community
    - Safety imperative: If teams cannot get the community to participate by securing the area and minimizing crowds, registration will be stopped and the registration team will leave.

Step 2: Complete community map
- **Goal:** Develop map to guide work
- **Completed by:** Programming team
- **Time required**: 0.5 days (this can be done at the same time as sensitization)
- **Material**:
  - Pens
  - Paper or existing satellite map
- **Action**:
  - Develop a simple map of the community, including key locations and buildings (e.g. boreholes, water points, buildings, compounds, roads, channels) with the community divided into four quadrants, or more sectors if appropriate;
- **Other considerations:** A satellite image can be a helpful guide, and community leaders can provide useful input.

Step 3: Community level household estimate (optional)
- **Goal:** To supplement the community map to allow for clearer estimates of staffing needs and registration timelines;
- **Completed by**: Programming team
- **Materials**:
  - Community map
  - Tick-sheet
- **Time required**: 0.5-1 days
- **Actions**:

- o Team members count the number of shelters encountered, by quadrant or sector.
    - ▪ **Other considerations:** This step is feasible in informal settlements, where most individuals live in make-shift shelters, but is more difficult in neighborhoods where multiple families may live in a single gated compound.

Step 4: Registration
- ▪ **Goal**: To register all members of target community;
- ▪ **Completed by:** Enumerator team, with supervision from Team Leaders
- ▪ **Materials:** Telephones or tablets loaded with electronic registration form, biometric scanners, markers, power banks, methylated spirits for cleaning fingers prior to biometric scanning, community maps.
- ▪ **Actions:**
    - o Starting from the least densely populated area of the settlement, the enumerator team conducts house-by-house registration of beneficiaries, obtaining consent before collecting data using an electronic form developed in Red Rose Collect;
        - ▪ As per global best practice, and learning generated from earlier CRS activities, women should be preferentially registered as household heads to increase the likelihood that beneficiary households will fairly share project resources;
    - o Households with multiple wives should be split into discreet household units, with the husband assigned to the first wife's household;
    - o The shelter of any individual who claims he/she was skipped during registration activities, or any shelter that appears not to be inhabited, should be verified by a team leader, who will look for the following signs of permanent inhabitance:
        1. Evidence of food preparation
        2. Evidence of hand-washing
        3. Evidence cleaning of household cooking items, eating utensils
        4. Presence of household items (e.g. Sleeping matts, Jerry Cans)
        5. Presence of firewood
    - o If households meets at least two criteria (or for other reasons presents a compelling argument, based on the discretion of the team leader), the household head or family unit heads should be registered;
    - o If the household meets fewer than two criteria (or the team leader has other strong reasons to suspect the owner of the shelter is not a permanent community member), the individual will not be registered;
    - o If the team leader cannot determine whether a given family permanently occupies a given shelter, a community leader should be contacted to provide an additional opinion;
    - o Where appropriate, the enumerator conducting registration should make a small mark above the doorway of the dwelling of household that has been registered, to ensure double-registration does not take place;

- After the mapped area has been fully registered, an additional 1-2 days should be devoted to a final sweep to ensure that all households permanently residing in the community have been captured.
- **Other considerations:**
  - Enumerator staff should take great care to follow key talking points, in particular as regards:
    - Being registered does not mean a household will automatically receive assistance;
    - CRS shares resources in solidarity with communities, and is committed to serving those with the greatest need with the resources it has.
  - Once registration has been completed, households requesting to be registered should be informed by project staff that registration is closed and they must wait until a subsequent period of registration is conducted.

Reporting

- Team leaders are to complete daily reports on registration activities, noting team goals, challenges or problems encountered during registration, and feedback from community members or community leaders;
- De-briefs are to be conducted daily with all registration team members participating, and discussion focused on challenges or problems arising during registration and lessons learned;
- The registration officer is to complete a weekly report on accomplishments, challenges encountered, lessons learned and resources needed for additional.

Accountability

- Feedback from community members should be collected, using project feedback forms, by team leaders, or CRS Community Leaders, if they work in the given community, with forms submitted to the project MEAL team for processing.
  - Not having been registered is not a complaint that should be collected via this accountability mechanism. All community members will be registered; non-community members will not.
- The registration officer should meet with *Bulamas* and other community leaders to request any additional feedback regularly during the registration process, and at the registration processes conclusion.