SHAKING THE BOX OF
~~IDP PROFILING~~ PROFILING IDP SITUATIONS
FORCED DISPLACEMENT
GO FIGURE!

FORCED DISPLACEMENT: GO FIGURE!
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Feinstein International Center

The Feinstein International Center works globally in partnership with national and international organisations to enhance effective policy reform and promote best practice. The Center develops and promotes operational and policy responses to protect and strengthen the lives and livelihoods of people living in crisis-affected and marginalised communities. Through publications, seminars, and evidence-based briefings, the Center works in countries affected by crises and with donor governments in a position to influence such crises. In particular, the Feinstein International Center:

- Provides a graduate education in humanitarian issues, firmly grounded in field realities and cutting-edge research to equip students who will become tomorrow's leaders in humanitarian and development action.
- Promotes synergy between practice and academia in order to ensure impact of the former and sharpen the latter.
- Provides inter-disciplinary technical competencies and expertise in partnership with organisations that are engaged with vulnerable communities affected by crises.
- Promotes pro-livelihood policies, institutions and processes through participatory approaches and partnerships.
- Feinstein has been a pioneer of profiling methodology, and has worked actively with JIPS since 2011. Karen Jacobsen was the Coordinator of JIPS from 2013-2014.

JIPS Joint IDP Profiling Service

The Joint IDP Profiling Service was established as an inter-agency initiative to provide profiling support to government, humanitarian and development actors responding to displacement situations. Through direct field support, tool and guidance development and capacity building, JIPS has supported successful collaborative profiling processes in more than twenty humanitarian contexts since 2009.

A unique aspect of JIPS' identity, as an interagency and technical service, is its ability to build consensus in country operations through profiling processes and around profiling results. JIPS' track record as an 'honest broker' coordinating or supporting collaborative profiling exercises is central to the Service's identity and mainstreamed throughout its work.

Currently, JIPS is overseen by an Executive Committee consisting of dedicated representatives from UNHCR, UNDP, DRC, NRC-IDMC, OCHA and the UN Special Rapporteur on the Human Rights of IDPs.

More information can be found on the JIPS website: www.jips.org.

WE SALUTE THE WONDERFUL FOUNDING JIPS TEAM:

TO ASSANKE, CHELE, IVAN, MARGHARITA, SARAH, SIMONE AND TINE. HATS OFF IN PARTICULAR TO KIM ROBERSON TO WHOM WE THANK FOR COFFEE ROOM AND CORRIDOR CHATS THAT INSPIRED MUCH OF THE THINKING BELOW.
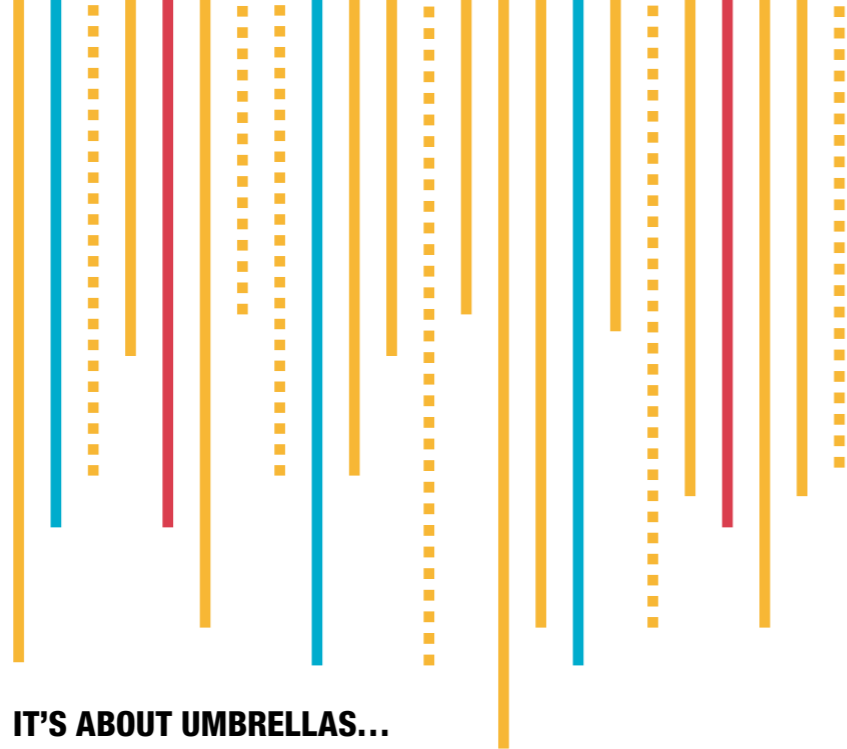
IT'S ABOUT UMBRELLAS…

When art captures a problem and makes fun of it, sometimes the people it portrays cannot but smile. Maybe even laugh, but probably not in public.

The cover of this publication is based on an image made by two talented graffiti artists, Arne Sigmund Skeie and Emil Khoury in Norway. They had not heard of IDP profiling until we bought the rights of the image from them. They had surely heard of other kinds of profiling but that is another discussion.

The graffiti image captures the layers of information raining down on humanitarian and development organisations from multiple sources – research studies, surveys, maps, media, big data. The reaction to this downpour is that large and well-established outfits become nervous. They worry about becoming drenched, so they stay under their own umbrellas. They embrace what they can control.

Smaller information-focused outfits like JIPS have the luxury of not worrying about the multiplicity of colours and streams. We enjoy and embrace the diversity and richness. We benefit from getting wet and letting go of what we never had: the power to control information. This makes collaboration, open-mindedness and innovation part of our DNA. Our goal is to learn from, manage and make available all this information, so that the actors delivering humanitarian aid and development resources have the best possible base on which to make decisions.

This is the story of IDP profiling. The concept began as a technical method for gathering information to enable understanding about who is displaced, how many and where they are in a particular setting, and how the IDP population profile differs from their non-displaced neighbours.

But profiling became much more than this. Profiling became a process whereby actors with different cultures, approaches and points of view come together and agree on the "big picture" of a given displacement situation. Together they create a common page to read from, and agree on enough information to push everyone in the same direction whilst enabling each to work with their own know-how. Sometimes this common page even facilitates endeavours such as national level policies, joint strategies, advocacy and programming.

Profiling is about the collaboration that humanitarian and development actors have been pushing for over the last two decades. In this publication we focus on collaborative data collection processes - how collaboration has transformed profiling, the challenges with it, and where we think collaborative data processes need to be going. It is our hope that we no longer have to ask: "Under which information umbrella do you stand?" or "On which umbrella is your data falling?" But that we can help bring down the umbrellas and better capture the rain.

Karen, Natalia and William

DURING A SCOPING MISSION TO <u>PROFILE IDPS</u> IN A COUNTRY ACCUSTOMED TO FORCED DISPLACEMENT SITUATIONS, WE WORKED WITH THE NATIONAL STATISTICAL OFFICE AND SEVERAL TECHNICAL EXPERTS FROM VARIOUS UN ORGANISATIONS TO DECIDE ON THE SAMPLE SIZE FOR OUR HOUSEHOLD SURVEY.

We agreed that we should interview 2,100 households. This technical agreement, however, was not the end of the matter. Given the sensitivity of the profiling we had to present our approach to the Minister in charge of displacement before we launched the exercise. The meeting went well at first; we obtained all the necessary assurances and support. Then the Minister suddenly announced that, when it came to displacement

in his country, our sample size was "not sufficient" -- we would have to interview 10% of the displaced. Everyone in the room nodded vigorously. But, we suggested, nobody knew how many IDPs were displaced in the country, so how many is 10% of "we do not know"? The Minister shrugged - this was not his problem, we were the experts!

This scenario illustrates a common problem in displacement settings. For governments and humanitarian agencies, reaching agreement on how many internally displaced persons there are and what their needs, priorities and capacities are, is very challenging. There is widespread disagreement not only about the actual numbers, but also about how those numbers are generated and the rigor and trustworthiness of the data and methodologies that purport to provide evidence on displaced people.

The challenge of generating and accessing good and useful information about internally displaced persons has been recognised for decades. In 2008, after several global humanitarian fora had tackled the issue in different ways, there was agreement that registering individual IDPs was not always advisable, and that more comprehensive, profiling information was needed. Three factors influenced this outcome:

1. The lack of comprehensive data collection and analysis about IDPs in any single agency or cluster, juxtaposed with a growing push for evidence based management in the humanitarian sector;
2. The success of the protection sector in pushing for the need to have a sex-age lens in analysing and responding to displacement situations;
3. The lack of capacity, appropriateness and willingness in IDP operations to do the kind of registration done in refugee contexts.

The basics of IDP profiling were first set out in 2008, in the *Guidance on Profiling Internally Displaced Persons*.[1] The Guidance was subsequently endorsed by the Inter Agency Standing Committee, and has become a widely accepted basis for profiling, used by many organizations. In 2009, JIPS was formed, and later endorsed by the IASC, then reconfirmed by subsequent United Nations Human Rights Council and General Assembly Resolutions and more importantly has been requested to support over 100 profiling processes since its creation.[2]

While the *Guidance* is a valuable basis for profiling, it is now eight years old, and JIPS and other organizations have accumulated significant field experience and understanding of the problems encountered in conducting profiling exercises. We believe some revisions and re-thinking of the *Guidance* are timely. The approach to profiling has evolved over the last few years, and the environment in which it is used has evolved too. This paper taps into the experience of the authors and explores ways in which profiling needs to be revised to fit the operational environment.

In Part One we go through what we consider to be the main aspects of profiling as illustrated in the current Guidance, highlighting the merits of this document. In Part Two we highlight several issues that we believe need to be revised when an updated Guidance is put together. We dedicate the last part, Part Three to address four questions that we believe are extremely important in understanding internal displacement data that have been the centre of tension over the last few years: 1 - What is the value of collaboration in profiling? 2 - Can profiling processes be effective in the first phases of an emergency? 3 - Is profiling only about durable solutions? 4 - How to select methodologies for profiling?

[1] IASC initiated process edited by NRC-IDMC and OCHA, published in 2008

[2] 2012, UN Human Rights Council resolution on the Human Rights of IDPs, (A/HRC/20/L.14); 2013, UN General Assembly Resolution on Protection of and Assistance to IDPs, (A/C.3/68/L.63/Rev.1); and 2015, UN General Assembly Resolution on Protection of and Assistance to IDPs ((A/C.3/70/L.51/Rev.1),

PART ONE
pp.20-33

STATUS QUO: PROFILING IN THE CURRENT GUIDANCE

PART TWO
pp. 34-69

CHANGES NEEDED: REVISIONS FOR AN UPDATED GUIDANCE

✓ **COMPATIBILITY**
✓ **COMMON PURPOSE**
✓ **JOINT DECISION-MAKING**
✓ **ROLES AND RESPONSIBILITIES**
✓ **TRANSPARENCY**
✓ **COMMITMENTS**

✓ **COLLABORATIVE MIND-SHIFT**

MIX METHOD 1

MIX METHOD 2

SHARPENING UNDERSTANDING

DOCUMENTING KNOWLEDGE

CONSENSUS BUILDING

DISCOVERING THE SITUATION

MIX METHOD 4

MIX METHOD 3

PART THREE
pp. 70-131

BIGGER QUESTIONS: PROVOKING THE DISCUSSION FURTHER

IDPS IN CAMPS

IDPS IN SETTLEMENTS

IDPS IN INFORMAL SETTLEMENTS

IDPS IN URBAN AREAS

IDPS WITH HOST COMUNITY

FORCED MIGRANTS

REFUGEES

RETURNEES

STATELESS PERSONS

AFFECTED POPULATION

HIDDEN IDPS

DATA

STRUCTURED DATA

INFORMATION

KNOWLEDGE

ACTION
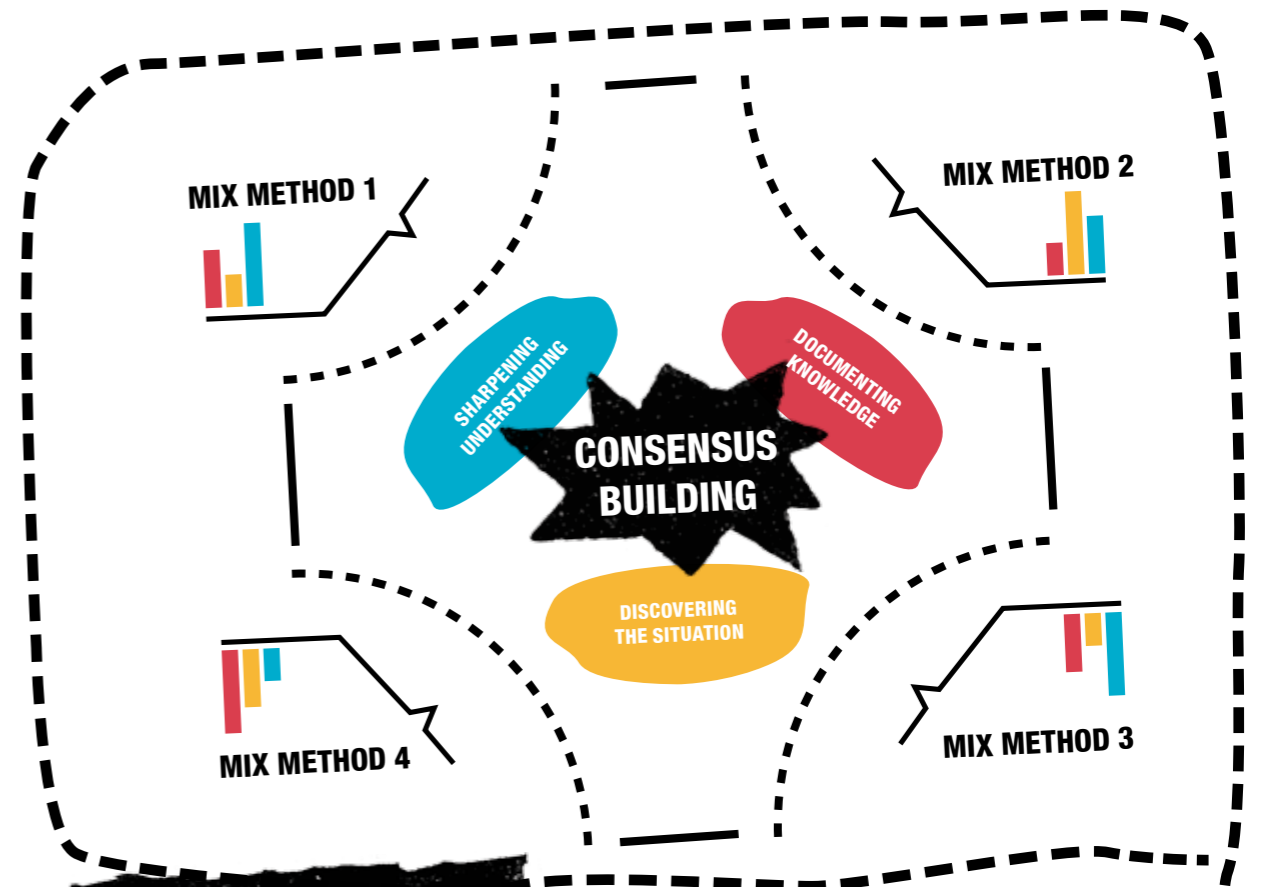
DEFINE OBJECTIVES
SECURE FUNDING
DEFINE WORK PLAN
DEFINE METHODOLOGY
CONDUCT STAFF TRAINING
COLLECT
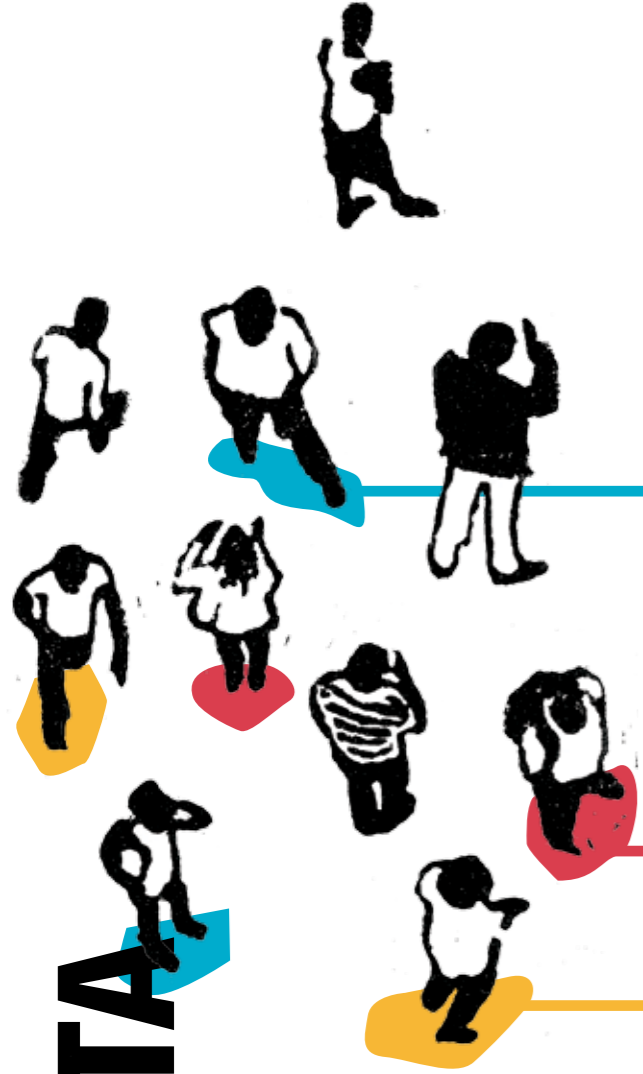
PROCESS AND CLEAN
SCOPE
NOTICE
CLASSIFY

PRIORITISE
COMPARE
INTERPRET
ARRANGE
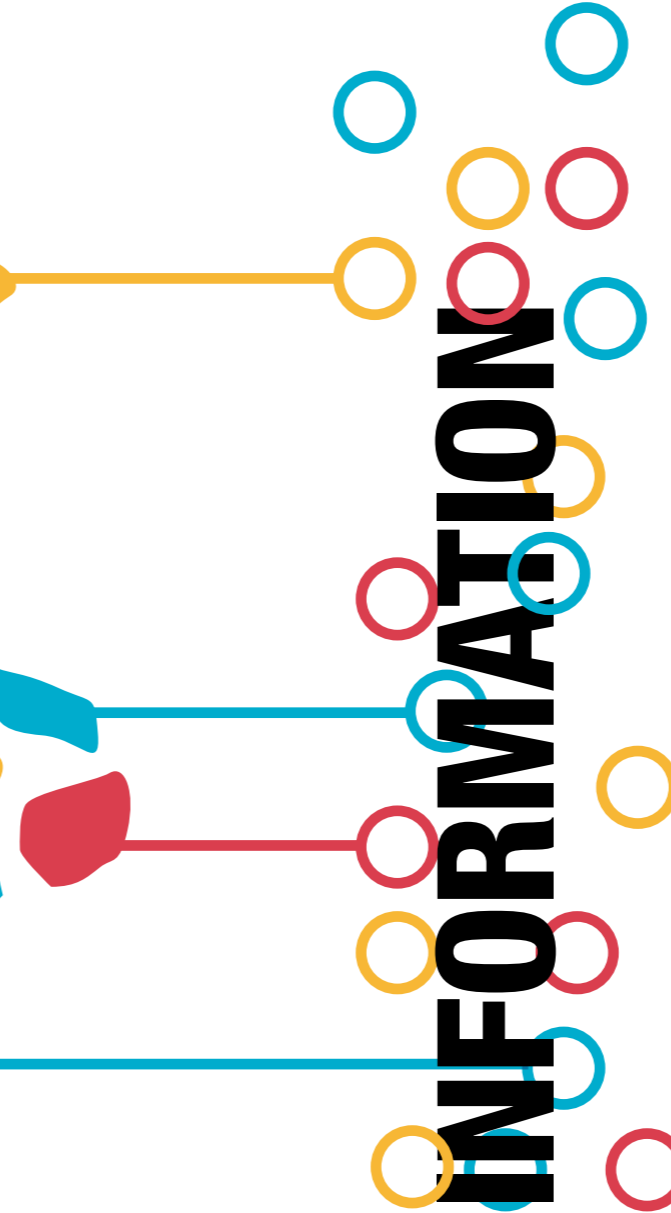
EVALUATE
UNDERSTAND
EXPLAIN
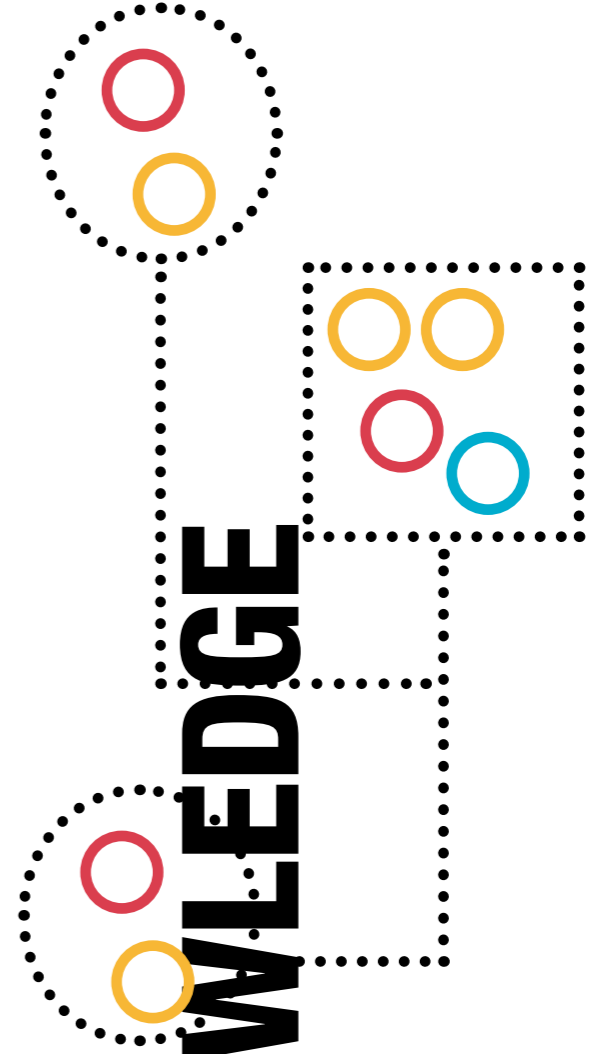
DECIDE
DO
EVALUATE

ISSUE	SUGGESTED MODIFICATION

1 TITLE

- We should stop talking about "IDP Profiling" and instead call the process "profiling IDP situations".

2 DEFINITION

- The objectives of profiling should be more clearly outlined in the new Guidance.
- Profiling is not particular to IDP situations and is relevant in other displacement contexts too.
- Profiling is relevant for refugees, migrants, besieged populations and populations at risk of displacement.
- Collaboration and consensus should become more central to the definition as it marks the added value of profiling.
- The focus of Profiling IDP situations should be not on accurate numbers but rather on displacement trends or ranges. Relevance and reliability are more useful than precision.
- A sharper link to advocacy, programming and policy is necessary.
- Diversity should be included in profiling objectives alongside sex, age and location disaggregation.

3 CONTENT

- Protection concerns, humanitarian needs and displacement patterns are important, but the Guidance should also consider other factors such as coping mechanisms, skills and capacities.
- Profiling should bring to the foreground a comparative approach looking at displaced and non-displaced groups where possible.

4 PROCESS

- Description of the Profiling process needs to be central to a new Guidance. The positive impact of profiling is among others its inclusive process.
- A step-by-step and practical methodology for collaboration in each stage of the profiling process is a must.
- Guidance for the valuable role of an honest broker or profiling coordinator needs to be included.
- Guidance on data protection and security should be included in the new Guidance.

5 USE

- Profiling processes can provide information and analysis relevant for humanitarian, development and peace-building decision-makers.
- Profiling can be undertaken for many purposes, not only for durable solutions analysis.
- A profiling exercise should be shaped to inform the best expected use of results in any given context.

6 CRISIS PHASE

- Profiling requirements fit well protracted displacement crises where they are more feasible than in sudden onset emergencies.
- Profiling in emergencies should focus primarily on building consensus around "good enough" and agreed-upon IDP population estimates for decision makers.
- An emergency profile should be gathered through desk review, community mapping and Delphi techniques.
- A IASC-endorsed protocol on how to reach consensus on the profile used during the first days of an emergency is important.

7 METHODOLOGY

- Any methodology discussion should be preceded by clear and agreed upon objectives.
- The definition of profiling should reflect a balanced quantitative and qualitative approach.
- Profiling always combines more than one data collection method. More Guidance on mixing methods is needed.
- The centrality of context-sensitivity to methodology design should be strengthened instead of promoting a "one-size fits all" approach.
- The limitations of a profiling methodology should be always openly shared.
- The decision-making tree is not the most helpful tool for determining the methods to employ.
- Some methods should not be considered at the outset as profiling methodologies (registration, census, rapid population estimations) but can contribute to a profiling analysis.
- 'New' methods should be included in the Guidance – analysis of big data, population mapping, Delphi.

PART ONE

CONDUCTING A PROFILING EXERCISE REINFORCES - IN EVERY STEP OF THE PROCESS - THE IMPORTANCE OF HAVING A COMMONLY AGREED FRAMEWORK OF WHAT PROFILING IS.

From operation to operation, the issues seem like one-long-across-the-globe-conversation: The Guidance on IDP profiling clearly identifies Registration as one method of profiling; still, you would be very lucky

not to hear in an operation "should we opt for registration or profiling?" The Guidance makes no illusion with regards to the fact that qualitative data is a key component of profiling methods. Yet you still get the usual by the way remark from a protection officer "profiling is good for programme people, it gives them statistics, but us in protection, we need real meat – our issues are so complex that we need good qualitative information" …and you wonder if the last profiling reports have been read by anyone. How much worse can we get at explaining what profiling is?

Even when you meet practitioners who have understood the main issues from the Guidance, you often still hear the final knock out: "Profiling is great, but our operation is very specific and the relationship tensions are so high! It is impossible to collaborate with these guys! Let alone when it comes to data. Data is money, my friend!"

Done deal.

So, it does seem that the effort in our work should be on how to roll out the concept of profiling in the right way before attempting to rethink it. However like many other tools and processes, profiling has evolved over the last few years. The environment in which it is used has evolved too. So, whereas some aspects of profiling need to be rolled out better, others have not been accepted for a reason. Maybe it just doesn't fit the operational environment, or is awaiting a larger cultural change?

In this Part, we present first, our understanding of what profiling is according to the current Guidance, commenting on some of its key elements along the way. Secondly, we reflect on the key merits of the definition provided by the Guidance. Throughout the rest of the book, we focus on the other bits.

SO WHAT IS PROFILING ACCORDING TO THE CURRENT GUIDANCE?

Pretty straightforward it is.

Profiling is

> *"the collaborative process of identifying internally displaced groups or individuals through data collection, including counting, and analysis, in order to take action to advocate on their behalf, to protect and assist them and, eventually, to help bring about a solution to their displacement."* [3]

The Guidance continues to say,

> *"the 'core data' of a profile should always show the number of displaced persons, disaggregated by age, sex (even if it is an estimate) and their location(s)". In addition the definition states that "information could include the cause(s) of displacement, the patterns of displacement, concerns over protection, humanitarian needs, capacities and coping mechanisms, potential solutions for the group of IDPs or individuals, if available"*

Profiling is advisable, according to the Guidance,

> *"whenever statistics on IDPs are unclear, unreliable or out of date"*

and can be utilised in any phase of a crisis. Different operational circumstances simply determine the type of methodology that can be used.

There are a number of issues that we think are important to highlight to help understand this definition of profiling. Here is a summary:

Profiling as a concept has been designed to fill a gap that exists in collecting and analysing information specifically about internally displaced persons or groups.

Profiling is a process. It comprises a sequence of interlinked steps beginning with the creation of the collaborative platform and consensus building around the need for profiling, and ending with the validation of findings by target groups as well as the wide dissemination of results. Specific activities, like developing questionnaires or collecting data, are *part* of the process but by no means the main emphasis. Viewing profiling as a process, rather than simply a data gathering exercise, provides multiple opportunities to access a range of local technical expertise and knowledge along the way.

Profiling is collaborative. Collaboration is a central feature of the cluster approach, and in this spirit, a profiling exercise establishes a collaborative platform of humanitarian, governmental and development actors. The goal is to increase the likelihood that the information will

[3] NRC-IDMC and OCHA, Guidance on Profiling Internally Displaced Persons, 2008

be trusted and therefore used by multiple actors and in joint planning operations. A collaborative platform creates a common understanding of the challenges and available resources in a humanitarian/development operation, and promotes coordination between actors who all benefit from each other's expertise. Collaboration also helps to reduce the practice of multiple surveys and assessments being conducted in parallel or consecutively which lead to 'survey fatigue' amongst target populations.

Profiling aims to facilitate solutions to displacement. Any information collected should be used effectively, to assist and protect IDPs, shape durable solutions and advocate on their behalf.

Profiling is suitable to all phases of displacement when there is a need for commonly agreed data on IDPs.

Disaggregated data - information categorised by sex, age and location - is the core of a profiling exercise. In addition, information can also be gathered on such issues as the causes and patterns of displacement, protection and assistance needs, people's capacities and coping mechanisms, and onward movement or return intentions. The comprehensive scope of information allows strategic analysis that informs the humanitarian response and also links to the development response.

Profiling is complementary to needs assessment and the two exercises could feed into each other. One does not necessarily make the other redundant.

Profiling exercises use a range of methodologies for data collection and analysis, both qualitative and quantitative, including a review of existing information, rapid population estimation, satellite imagery, movement tracking systems, focus group discussions, household surveys, registration, census and key informant interviews.

All of the above-mentioned are integral to the definition of profiling outlined in the Guidance. Over the years since the Guidance was published, some have been Agreed upon and integrated into practice in IDP operations around the world. Others have been trickier for a mixture of technical, operational and political reasons. With the benefit of hindsight, these can be classified as Overrated, Underemphasised and even Problematic in the description of profiling in the current Guidance. These issues we explore in the rest of the book; here we want to highlight key merits of the above description.

OVERRATED

AGREED UPON

IDP PROFILING REQUIRES HAVING AT A MINIMUM THE NUMBER OF IDPS DISAGGREGATED BY SEX, AGE AND LOCATION

IDP PROFILING CAN INCLUDE INFORMATION ON CAUSES AND PATTERNS OF DISPLACEMENT, PROTECTION CONCERNS, HUMANITARIAN NEEDS AND SOLUTIONS

IDP PROFILING IS A STEP TOWARDS FINDING DURABLE SOLUTIONS

IDP PROFILING METHODOLOGIES CAN BE DETERMINED THROUGH SEVEN CRITERIA AND A DECISION-MAKING TREE

IDP PROFILING IS ABOUT IDENTIFYING INTERNALLY DISPLACED GROUPS OR INDIVIDUALS

IDP PROFILING IS DIFFERENT THAN NEEDS ASSESSMENT

IDP PROFILING IS COLLABORATIVE

IDP PROFILING IS A PROCESS

IDP PROFILING IS CALLED IDP PROFILING

IDP PROFILING'S USE OF QUALITATIVE DATA

IDP PROFILING CAN HAPPEN IN ALL STAGES OF A DISPLACEMENT CRISIS

IDP PROFILING METHODOLOGIES INCLUDE IDP REGISTRATION AND CENSUS

IDP PROFILING NEEDS A DIVERSITY LENS

UNDEREMPHASISED

PROBLEMATIC

THE CURRENT PROFILING GUIDANCE HAS THE FOLLOWING MERITS:

1

IDENTITY AND DEFINITION

The Guidance established the identity and provided a definition for profiling that remained mostly uncontested. It is a key reference point for field operations to improve their data practices.

2

PROTECTION

The Guidance cemented the centrality of protection to IDP data processes recognising sex/age disaggregation as a benchmark of quality and prioritising data confidentiality and consent from IDPs related to the intended use of data.

5

PRINICIPLES

The Guidance started a trend where profiling principles were incorporated not only into interagency practice, but also within agency specific tools: collaborative needs assessments, registration, displacement tracking etc.

6

SOLUTIONS FOCUS

The Guidance clearly linked profiling to the search for durable solutions for IDPs. This wise link standardised the vision for profiling: Solutions strategies for internal displacement are developed based on agreed upon analysis resulting from profiling.

3

COLLABORATION

The Guidance includes collaboration as an integral part of the process and a clear indication of good practice. While this is clearly not a Guidance achievement per se, the impact of the Guidance on how collaboration is perceived in data processes has been significant.

4

OPERATIONAL SUPPORT

The Guidance provided a solid foundation for setting up interagency teams, like the Joint IDP Profiling Service, to support profiling exercises on the ground. It laid the roots for new practical profiling tools such as the PARK database, the JIPS Essential Toolkit and trainings such as the Profiling Coordination Training.

7

PROCESS

The Guidance paints profiling as a complete process rather than reducing it to a mere methodology. It brought the discussion beyond quantitative versus qualitative data, to a point where the process and its collaborative nature is central to the definition of profiling.

8

NUMBERS

The Guidance, well read, reminds us that profiling is not only about numbers. It is about collaboration and consensus, protection and solutions, needs and coping mechanisms, qualitative and quantitative data. In short it is about more than IDP figures even though this is central to the definition outlined.

WHAT ARE THE KEY MERITS OF THE CURRENT GUIDANCE?

Without wanting to state the obvious, the 2008 Guidance gave profiling a definition. More than this, it gave profiling an identity; it introduced the concept of profiling into the humanitarian dictionary. It provided a framework for the practice and initiated the conversation on profiling. Among other merits, this contribution should not be overlooked. Other achievements, summarised in the preceding diagram, were made but most important were its contribution to highlighting the centrality of disaggregated data and value of a collaborative process.

Undeniably, the 2008 Guidance was, and still is an important step in the direction of promoting the importance of a sex / age lens to data analysis in internal displacement situations. Sex and age disaggregation have become the standard feature of quality in assessing displacement data, despite being so difficult to capture in reality. This culture has become so well anchored in data processes that you can see it mainstreamed in many data collection methods whether profiling specific or not, such as sectoral needs assessments, monitoring, rapid assessment, sector specific data exercises, etc.

Recognising the value of collaboration amongst a critical mass of key actors on the ground when it comes to the collection and analysis of internal displacement data is also a key merit of the Guidance. This is of course part of a wider trend in humanitarian operations that effects more than just data, but the Guidance recognised that ensuring collaboration within a profiling process can have a significant impact on other parts of response including strategy development, fundraising and programming.

WHERE DO WE STAND SO FAR?

The confused conversations and questions about profiling – that are too often repeated from one operation to another – are both helped and in others ways hindered by a reading of the existing Guidance. The 2008 Guidance includes many significant achievements that Part One of this book has attempted to highlight. It has done so - with the benefit of hindsight and a few years of experience under the belt - with a view to setting the stage for the rest of the book, where we take the opportunity to draw your attention to some further issues.

Parts Two and Three delve into these in more detail. But for now, we would like to thank the authors of the 2008 Guidance for kick-starting the conversation so admirably.

PART TWO

AT ITS CORE, THE CONCEPT OF PROFILING WAS DEVELOPED, IN PART, DUE TO THE CROSSROADS BETWEEN FOUR DIFFERENT FACTORS:

1. The growing push for evidence based response in the humanitarian sector;
2. The success of the protection sector to put on everyone's table the need for a sex and age sensitive analysis of humanitarian crises;
3. The lack of a clear responsibility for comprehensive data collection and analysis in one agency or cluster in internal displacement situations; and
4. The limited capacity, willingness or appropriateness of doing in IDP operations the kind of registration that is done in refugee contexts.

With regard to the latter; when a person crosses an international border to seek asylum due to well-founded fear or persecution, he or she would normally be individually registered and provided with a document acknowledging his or her legal status: refugee. This status comes with a set of rights.[4] The accumulation of all the registered individuals provides a complete picture (or profile) of the refugee population who, in theory, should all be registered.

In internal displacement contexts, the picture is different. Having not crossed an internationally recognised border, the displaced persons running from conflict or disaster are still under the responsibility of their own state. But the impact of displacement could be challenging for the state to handle. Events such as displacement weigh heavily for the displaced population and often for the whole socio-economic-ethnic-political composition of a country. Displacement often burdens both services and infrastructure and awakens political complications to any foreseen solution. This is where international protection comes into play: where the government of a country is unwilling or unable alone to provide protection.

In practice comprehensive registration of IDPs at the individual or household level is never needed and is rarely appropriate. Moreover, even when it is attempted, it does not provide what is actually needed. There are several reasons for this situation. It could be because physical access to communities is impossible, because the fluidity of population movements makes individual registration unreliable, because detailed data provided through registration is not required (or impossible to justify from a resource perspective) for the type of protection or assistance that is feasible, or because identifying names and locations of specific households or individuals may put people at risk should the list fall into the wrong hands.

Protection and assistance for populations in internal displacement could take the form of medical aid, access to documentation, food distribution, provision of shelter facilities, creation of job opportunities, etc. To do this, information is required: how many need to be assisted… where are they… how are they grouped from sex, age and diversity perspective… is their displacement temporary… what do they intend to do… what is feasible to do… what are their main worries… how can their worries be resolved… what are their capacities… how are they coping…. what do they need… what are their priority needs… how are they interacting with their environment… can their current situation

become long-term… is it sustainable? Etc.

Having a good sense of these types of issues would provide a picture of an appropriate response plan and the resources required. Once you know what resources you will actually get, you need to be able to prioritise and select. Profiling as a concept was created to assist decision makers in ensuring the best informed responses.

The existing Guidance captures well the essence of profiling, yet our experience prompts a few changes both in the practice itself and in the emphasis given to the importance of a collaborative process. The humanitarian context in which profiling occurs today is different in many respects from what it was ten years ago – organisationally, with the rise of clusters, the IASC Transformative Agenda, OCHA and UNHCR paper on coordination in mixed situations, the push for evidence-based programs, not to mention the changing security environment.[5] There is increasing demand for better information to underpin advocacy, policy and programs, and we believe profiling practice offers much that can benefit agencies and governments.

In Part Two we propose a few key issues that we believe need to be changed when the future authors of the revised profiling Guidance get about their work. One of the most <mark>Problematic</mark> issues to be addressed: profiling is not only about IDPs so why do we call it IDP Profiling? One of the <mark>Overrated</mark> elements of the Guidance: the obsession with accurate population figures. And two of the <mark>Underemphasised</mark> features of the Guidance are advocated for: the introduction of a diversity lens and the importance of qualitative data.

Let's go!

[4] 1951 Refugee Convention, 1967 Protocol and 2003 (Provisional Release) UNHCR Handbook for Registration

[5] IASC Transformative Agenda, 2011, https://interagencystandingcommittee.org/iasc-transformative-agenda; Joint UNHCR-OCHA Note on Mixed Situations: Coordination in Practice, 2014, http://www.unhcr.org/53679e679.pdf;

PROFILING ALL INTERNALLY DISPLACED PERSONS IN A COUNTRY —— IS PRACTICALLY IMPOSSIBLE DUE TO POPULATION MOBILITY AND THE SUBJECTIVITY OF THE IDP DEFINITION, ESPECIALLY —— WHEN IT COMES TO DETERMINING WHEN DISPLACEMENT ENDS. MOREOVER, IT IS SIMPLISTIC TO THINK THAT IDPS LIVE IN —— A VACUUM. IDPS PROBLEMS ARE OFTEN SHARED BY COMMUNITIES SURROUNDING THEM INCLUDING NON-DISPLACED —— NATIONALS, MIGRANTS, REFUGEES, RETURNEES AND STATELESS PEOPLE. IN THE FOLLOWING PARAGRAPHS, WE —— SUGGEST THAT (I) PROFILING CANNOT FOR CONCEPTUAL, PRACTICAL AND PROTECTION RELATED REASONS COVER ALL —— IDPS IN A COUNTRY; (II) FOR PROFILING TO BE EFFICIENT IN GUIDING DECISIONS TOWARDS DURABLE SOLUTIONS FOR IDPS —— IT HAS TO THROW THE NET WIDER AND INCLUDE OTHER POPULATION GROUPS SO COMPARISON BECOMES POSSIBLE —— AND A MORE EFFECTIVE RESPONSE CAN BE SHAPED.

The definition of profiling in the current Guidance focuses overwhelmingly on *identifying internally displaced groups or individuals*, and emphasises that the process is about collecting data on IDPs: *"the 'core data' of a profile should always show the number of displaced persons…"* This is a **Problematic** aspect of the Guidance for a number of reasons.

While there certainly are significant information gaps about IDPs, from an operational and ethical perspective it does not make sense to focus only on IDPs unless they live isolated and separated from the host population in gated communities (which is never the case). This is the first reason for not focusing on IDPs alone.

Most IDPs live among a host population. Even in camps settings there is never really a clear-cut division between the zones; between displaced and non-displaced. Outside of camps, particularly in urban areas, IDPs live mixed together with many other population groups either themselves displaced (such as migrants, refugees or returnees), or indirectly affected by displacement (such as hosting households or communities having to cope with an influx). Focusing only on IDPs in such contexts misses the forest for the trees – it does not allow us to understand the relative experience of IDPs – whether, and in what ways they are more vulnerable than their hosts or other groups. Profiling is an opportunity to provide information about the entire displacement situation, including other population groups in the proximity, which may be affected by displacement.

A second reason for not singling out IDPs is the problem of identification. Although the Guiding Principles[6] give a broad definition, the

[6] OCHA, Guiding Principles on Internal Displacement, September 2004, http://www.brookings.edu/~/media/Projects/idp/GPEnglish.pdf

document leaves some important questions unanswered when it comes to identifying who is an IDP, or which households can be identified as displaced. This is made even harder at the household level (the level at which the vast majority of IDP data is collected) because IDPs often live in mixed households together with non-displaced family or friends.

First of all, the definition of internal displacement in the Guiding Principles is unclear about a few important issues. When does displacement end? Are children of IDPs also IDPs? If displacement refers to physical displacement, how far is far enough? For example, is a 16-year-old boy, born in Kabul, living in an informal settlement for IDPs, whose parents were displaced from Jalalabad by conflict 18 years ago - an IDP? Is a woman forced to move due to insecurity and persecution with her children from one part of Medellin to another part of the same city to be considered an IDP? How about a family displaced decades ago in Burundi, who is mostly living under similar conditions as they were before their displacement only in a different location?

These questions do not have straightforward answers. Especially in emergencies, it is difficult and sometimes irrelevant to draw the line between IDPs and non-IDPs. Take the 2010 Haiti earthquake: would a family living in a tent on the ruins of their house qualify as displaced? What if they set up their tent 100 meters away or 5 km?

And then there is the element of choice. Many IDPs decide for themselves about whether or not to identify as IDPs. Their decision depends on security factors, livelihood opportunities, social perceptions etc. The perception of IDP 'status' in many contexts, especially in conflict-induced displacement settings, is also a protection issue if fear of persecution or discrimination deters people from wanting to be identified as displaced. On the other hand, many non-displaced people might identify themselves as IDPs if doing so results in support. If you lived in poverty and deprivation in Mogadishu and noticed the logic of limited humanitarian assistance being prioritised for displaced families, wouldn't you put your hands up to say 'I'm an IDP'?

In addition to the conceptual, practical and protection-related difficulties of identifying all the IDPs, another reason for not only focusing on IDPs comes from an ethical perspective. Targeting IDPs only is often highly **Problematic** when it comes to effective humanitarian response. Although some specific responses justify targeting IDPs in particular, in most cases a broader perspective is needed. The trend towards seeking durable and sustainable solutions for IDPs requires understanding the impact of displacement on surrounding communities to ensure that

response is mutually beneficial to all (or at least to ensure it is not having a detrimental impact on social cohesion in the area). Information therefore should encompass both IDPs and their host communities.

Bridging the gap between the 'development' and 'humanitarian' logics has been on the international community's agenda for over three decades. In displacement settings, the aim is to ensure that IDPs (and returning refugees in many contexts) are part of the development vision for the country. It also means that displacement related aid should not negatively impact development plans. This requires data processes to throw the net wider; it means that data collected to inform humanitarian programming must include more than the narrow conception 'humanitarian aid beneficiaries'.

This reality is made especially clear in urban settings where IDPs live in similar situations to other migrants and non-displaced urban poor. Providing solutions only for IDPs is misguided and practically impossible. To address children's education needs in neighbourhoods of Kabul, Nairobi or Homs by building a school for IDPs only would be ineffective. A meaningful profiling in such a context would cover several different populations, one of them being IDPs, but not the only one.

Conflicts and natural disasters represent trends of complexity where humanitarian and development operations are dealing with several sets of populations: IDPs displaced long ago, IDPs displaced recently, IDPs displaced regularly, poor communities, internal economic migrants, foreign economic migrants, stateless people, refugees, returnees, besieged communities, communities at risk of displacement, etc. In many operations, a profiling process is used to identify and compare the different groups. Such an exercise, by definition, goes well beyond collecting information about IDPs. Indeed, given the wider value of profiling described in Part One (and throughout this text) the relevance of profiling for different population groups is immediately clear; there is no reason for profiling to be exclusively linked to internal displacement.

In summary, profiling all IDPs in an operation is practically very difficult (unless significant resources are dedicated for the task) and the less clear aspects of the international definition add to these challenges. Putting practicality and clarity aside, it is also not best practice to single out IDPs in view of current approaches to response and protection. IDP Profiling therefore, cannot be about all IDPs and it should never be about only them.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- We should stop talking about IDP Profiling. Instead we should call the process "profiling IDP situations"[7] because profiling is rarely about IDPs only and should encompass all those affected by the displacement situation and all those affecting the solution to the displacement challenge.

- Profiling is about a situation of displacement well defined in time and space. This could mean a whole country with multiple waves of displacement for different reasons. It could also mean a specific population in a defined area displaced due to a single incident of natural disaster or conflict.

- Profiling is not particular to IDP situations but can be relevant in other displacement contexts too.

- Profiling IDP situations as a concept can extend to besieged populations and populations at risk of displacement if the context determines their relevance.

- Profiling processes can provide information and analysis for both humanitarian and development - as well as government! - decision-makers.

[7] Credit to Professor Walter Kaelin for the wording. A proposal he stated in the first JIPS international conference *Needs Beyond Numbers* in 2011, in Geneva.

NUMBERS OF IDPS. REALLY?

THE CONCEPT OF PROFILING IN HUMANITARIAN PRACTICE —— CAME TO LIFE BECAUSE THERE WAS A BASIC AGREEMENT AMONG MOST DONORS AND RESPONDERS THAT TO BE ABLE TO —— RESPOND TO AN IDP CRISIS IT IS IMPERATIVE TO HAVE AT MINIMUM AN INDICATION OF HOW MANY IDPS THERE ARE. —— WHILE THIS IS UNDENIABLY THE MAJOR SELLING POINT OF PROFILING, WE SET ABOUT IN THIS SECTION TO CHALLENGE —— THIS FUNDAMENTAL ELEMENT OF THE EXISTING DEFINITION OF PROFILING FROM A PRACTICAL PERSPECTIVE. IN REALITY, —— IT IS IMPOSSIBLE TO GET PRECISE POPULATION FIGURES IN A DISPLACEMENT CONTEXT. WE SHOULD BE SATISFIED, AND —— INDEED AIM TO GET, RELIABLE, RELEVANT AND AGREED UPON FIGURES OF 'GOOD ENOUGH' ACCURACY WITHIN THE —— LIMITS OF THE SITUATION AND AVAILABLE RESOURCES.

At the start of any profiling process, when working with partners to agree upon objectives for the exercise, without fail the conversation will immediately drift towards "we need accurate numbers – we need to find out how many IDPs there are". Pressed to ask exactly why this information is needed, exactly what it will be used for, often leads to interesting discussions about limited resources (we can't feed everyone) and operational limitations (we need to know how many are there even if we can't access them to deliver assistance). Looping back to reflect on the need for accurate figures is a circle rarely completed due to the political interests that actually lie behind the drive for precise figures.

Counts, figures, and population data – these are the information currency of humanitarian situations, and often the first question we are asked: How many IDPs/refugees are there? The difficulties with answering this question are well reported and most figures quoted are rough estimates at best. And if they are not labelled as such, they should be! Unfortunately, profiling can add little by way of precision. Current profiling processes rarely give – and generally do not aim to give - accurate numbers of IDPs; instead they can provide relevant and reliable estimates. Combining arguments from the previous chapter with the simultaneous pressure and impossibility to deliver precision, it also becomes clear that it is more useful to focus on relevant and reliable figures instead of precise ones.

The focus on the precision of figures is Overrated in the current Guidance, and actually distracts attention from the real purpose and value of a profiling exercise. Instead of providing accurate numbers, a profiling process builds consensus around the most reliable picture possible, within the limits of the situation and in line with what is required to fulfil the objectives of the exercise.

CAPTURED IN IDP DATA

ACCESSIBLE IDPS

NON-IDPS WHO IDENTIFY AS IDPS

NOT-CAPTURED IN IDP DATA

INACCESSIBLE IDPS

IDPS WHO DO DON'T IDENTIFY AS IDPS

NON IDPS

WHY CAN'T WE GET A PRECISE NUMBER?

Precision, by definition, means that we can repeat an exercise and get the same results each time. And this, very simply, is not feasible in displacement contexts. Take a situation where community members are interviewed to produce a profile of the displacement situation impacting their community.[8]

First off, we can only interview the people we can access in the community; those we cannot access are already out of the picture making it incomplete. Being unable to access community members may happen for a range of reasons from the simple every-day reality that they were not home when the data collectors turned up, to the more complex but equally real problem that they live in areas where, for practical or political reasons, they remain inaccessible to the reach of the data collection teams.

Second, for those we can access, we are able to collect information from community members that willingly identify themselves as IDPs and those that identify themselves as non-IDPs, enabling a distinction between the two groups. However, this picture will be distorted (to the unknowing enumerators) by IDPs that do not identify themselves as IDPs as well as by non-IDPs that choose to identify themselves as IDPs. Whilst this phenomenon can be minimised through carefully constructed data collection forms and well-conducted information campaigns about the purpose of the data collection being under-taken, its logic still stands. In fact it is especially important given the prevalence of 'self-identification' questions in many common data collection systems used in IDP operations: "Are you and IDP? Yes/No".

These kinds of distortions that impact all data systems to some degree or other must be taken into account so as to minimise their impact on the trends analysis and to allow us to provide a more or less reliable picture of displacement. Practically speaking, this means that instead of saying in Yemen we have 394,562 IDPs out of which 39% are men and 56% are below 18 years old, it is more realistic to say that we have between 370'000 and 430'000 people who identify themselves as IDPs out of which between 35% and 45% are men and between 50% and 60% are below 18 years old.

As well as being good practice and more transparent, this level of accuracy in reporting on IDP statistics is usually enough for operational and policy decision-making. It is often also enough for field practitioners to move ahead knowing the priority is shelter support in one area and food security in another. When it is not enough, to inform detailed distribution operations for example, it gives the broader picture to inform which locations and type of assessments might need to take place on a smaller scale, thus providing a needed prioritization mechanism and coordination tool.

Building upon the above arguments, lies another reality: the all too common practice of playing the precision card to jeopardize needed decision-making by refuting key-findings from a specific exercise. In reality, for example, if a finding such as "most of IDP respondents would never want to go back to their area of origin" was produced, would it really make a difference in justifying the foundation of a local integration strategy if it were 77% or 90% of them?

In summary then, without going into detail of the technical limitations of specific methodological approaches (of which there are many!) that limit the accuracy of results produced, we have focused on the operational reality that necessarily impacts the ability of all profiling exercises to produce accurate population figures. The aspiration for precision is in itself problematic as it forces actors to simplify an inherently complex phenomenon and diverts attention away from more useful quality benchmarks for data on displacement such as relevance, reliability and consensus. This Overrated element of the current Guidance, distorts our ability to see the true value of profiling that lies in its ability to generate consensus around a pretty good picture of the displacement situation, including – when needed – decent population estimates.

[8] Credit to Dr. Khassoum Diallo. To represent the limitation of surveys for displacement and rare population events, he had the habit of drawing a simple and effective table of what can and cannot be captured.

	Accessible IDPs	Non accessible IDPs	Non IDPs
Identify as IDP	✓	✗	✓
Do not identify as IDP	✗	✗	✗

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- **Profiling IDP situations should focus not on accurate numbers but rather on displacement trends or ranges. Doing so is good enough for decision-making and good enough to maintain the scientific credibility of the results.**

- **The lack of precise figures should not undermine the value of profiling as a practice and this should be clearly communicated. Criticising precision undermines the objectives behind any sound profiling process.**

- **Relevance, reliability and usefulness (often dictated by agreement from critical partners) are more helpful benchmarks of quality for profiling than precision; the strive for precision itself can be harmful for operational dynamics and effectiveness.**

- **Profiling IDP situations, as any data collection system, is by definition a process with limitations. Openly sharing limitations rather than hiding them in footnotes, or a methodology document that is never shared, should be strongly encouraged as it increases the opportunity to use the data well.**

DISAGGREGATED BY SEX, AGE AND LOCATION. ONLY?

ONE KEY ACHIEVEMENT OF THE GUIDANCE LISTED IN PART ONE ——— OF THIS BOOK IS THE CENTRALITY OF SEX AND AGE DISAGGREGATION INTO THE PROFILING DEFINITION AND PROCESS. ——— LOCATION ALMOST GOES WITHOUT SAYING. WITHOUT UNDERMINING THE IMPORTANCE OF THIS ELEMENT, IN ——— THIS SECTION WE ARGUE THAT A SEX, AGE AND LOCATION PERSPECTIVE IS NOT SUFFICIENT. WE SHOULD APPLY A DIVERSITY ——— LENS TO MAKE THE PROFILE REASONABLY COMPREHENSIVE AND TO INCREASE THE IMPACT OF PROFILING IN ANY GIVEN ——— CONTEXT.

Disaggregating data by sex, age and location is by now a well accepted.[9] The current Guidance did a huge amount to complement this normative agreement by integrating disaggregated data into an operational document, and this contribution should not be under-estimated. However, other factors are often just as important for operational and policy decision-makers to do their job well in displacement situations. Ethnicity, religion, area of origin, length of displacement…(the list goes on), could also be just as important in many contexts especially when planning for durable solutions.

As well as sex, age and location, diversity[10] is also a very important lens, however it is **Underemphasized** in the current Guidance. With this increased granularity and disaggregation of data, simultaneously data protection and data security have necessarily developed into a more advanced conversation in the humanitarian system since the publication of the Guidance.

Integrating diversity into profiling objectives and therefore methodology design can enable a comparative analysis between diverse groups affected by displacement. This is paramount for operational and policy decision-making, especially where profiling will inform both humanitarian and development response.[11] It also becomes crucial in protracted displacement situations where cycles of displacement may follow identifiable trends. Importantly, more disaggregation calls for strengthened guidance on data protection and data sharing parameters in relation to different types of data in different contexts and with different partners.

Disaggregating data by diversity is necessarily a context driven decision that should be considered in a protection sensitive fashion. With just a quick glance at some possible diversity criteria their relevance for decision-making is immediately clear.

Here are some types of diversity-based comparison that have proven useful:

[9] Dyan Mazurana, Prisca Benelli, Huma Gupta and Peter Walker, "Sex and Age Matter: Improving Humanitarian Response in Emergencies." Feinstein International Center, Tufts University, August 2011.

[10] Credit to Professor Chaloka Beyani who spoke about diversity as a key element of profiling in addition to sex and age in an event he hosted on women IDPs in 2012, in Geneva.

[11] UNHCR, "Age, Gender and Diversity Policy: Working with people and communities for equality and protection", June 2011. Available at: http://www.unhcr.org/4e7757449.html

▶ IDPS VS HOST COMMUNITY

▶ IDPS VS OTHER FORCED MIGRANTS GROUPS
(REFUGEES, ECONOMIC MIGRANTS…)

▶ IDPS VS DEVELOPMENT ACTORS TARGET GROUPS
(URBAN POOR)

▶ IDPS FROM DIFFERENT WAVES OR
PERIODS OF DISPLACEMENT

▶ IDPS FOR DIFFERENT CAUSES OF DISPLACEMENT
(CONFLICT, NATURAL DISASTER, ETC.)

▶ IDPS IN DIFFERENT TYPES OF LOCATION
(HOST FAMILIES, CAMPS, SETTLEMENTS, CLOSE/FAR
FROM BORDER, CLOSE/FAR FROM A MAIN ROAD ETC.)

▶ IDPS IN DIFFERENT SOCIO-ECONOMIC GROUPS

▶ IDPS FROM DIFFERENT AREAS OF ORIGIN

▶ IDPS FROM DIFFERENT ETHNIC GROUPS
OR RELIGIOUS AFFILIATION

▶ IDPS IN DIFFERENT DISPLACEMENT CYCLES
(NEWLY DISPLACED, SECONDARY DISPLACED,
RETURNEES, ETC.)

▶ IDPS WITH DIFFERENT FUTURE INTENTIONS

Profiling as a practice, as mentioned earlier, is relevant in non-IDP settings too. In these cases, a diversity lens may take on still other forms. In refugee or mixed migration situations for example, legal status or country of origin might be a crucial lens through which to analyse the situation and to plan effective advocacy and response.

In summary, if diversity can be incorporated into standard profiling practice and Guidance, designers of each process will be encouraged to reflect on the appropriate diversity lens in the specific context. Alongside sex, age and location, this will increase the potential impact of profiling on operations. Combined with appropriate data protection and security protocols, any potential negative impact of collecting such sensitive data can also be avoided.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Diversity should be included in profiling objectives alongside sex, age and location disaggregation – which are not enough even for a basic profile.

- Guidance on types of diversity to consider should be included in the new Guidance as it provides valuable information for operational decision-makers when using profiling results. It also ensures reflection in designing a profiling to make the process context specific. Thereby increasing its potential impact.

- The new Guidance should include data protection and security guidance, especially in relation to context-specific protection concerns linked to disaggregated data.

PROFILING SHOULD INCLUDE IN-DEPTH QUALITATIVE INFORMATION

IN THIS FINAL SECTION OF PART TWO WE MAKE THE CASE FOR THE STORY. WHILST STATISTICS AND PERCENTAGES, PROVIDE COMPLETED WITH A DEEPER UNDERSTANDING OF THE DATA COLLECTION AND ANALYSIS. PROFILING, WE ARGUE, IS TO CHANGE IN ORDER TO DEEPEN AND IMPROVE OUR KNOWLEDGE CURRENTLY SEEMS TO BE BOTH UNDER-ESTIMATED IN VALUE WHY FIGURES IN A PROFILING EXERCISE ARE ONLY HALF IMPORTANT INFORMATION, A PROFILING EXERCISE IS BEST DISPLACEMENT SITUATION GENERATED THROUGH QUALITATIVE CURRENTLY VIEWED AS A QUANTITATIVE EXERCISE. THIS NEEDS ABOUT DISPLACEMENT SITUATIONS. QUALITATIVE DATA, THAT AND UNDER-DEVELOPED IN PRACTICE, IS KEY TO THIS PROCESS.

Surveys, which often give us the scale and scope of a situation, take up all the attention in profiling. This information is needed for strategic decision-making and programming, as well as advocacy. However, other issues - such as the reasons behind displaced people's choices – are also important for development and humanitarian actors to understand in order to promote sound decision-making. And this information is less accessible through a survey. Well-designed and carefully analysed qualitative data, included but Underemphasised in the current Guidance, can be a valuable source of this type of information.

Here comes an example:
In 2011, a profiling exercise was conducted in Central African Republic in Ndele area. Understanding the return intentions of the displaced population was one objective, i.e. whether people who had been displaced for a few weeks would want to return to their villages any time soon.

Asking such information in a survey would provide us with something like:

OUT OF THE 1,000 HOUSEHOLDS ASKED IF THEY WANT TO RETURN TO THEIR VILLAGES

1,000

120
?

SAID THAT THEY DON'T KNOW

200

WOULD WANT TO RETURN WHEN THE SITUATION CALMS DOWN

680

WOULD NEVER WANT TO RETURN

500

BASED THEIR DECISION ON THE LACK OF STATE AUTHORITY

100

BECAUSE THEIR PROPERTY WAS BURNT

80

BECAUSE A MEMBER OF THE FAMILY WAS KILLED

Such information helps us to broadly understand the return intentions of the community at the time the question was asked, but answers would probably change over time, depending on various factors. In addition to the statistics, it would be useful to get a more in-depth understanding of the factors influencing household decision making about return, their emotional response to return, etc. Such information could be obtained both through semi-structured one-on-one interviews or (diverse) group discussions. Done properly, it would enable the analysis of the profiling results to have a longer shelf life.

For some topics, unstructured, qualitative information provides important perspectives for decision-makers. Simply reporting that 65% - 75% of the respondents said they never wanted to return, and the vast majority of those cited livelihoods opportunities as the main reason, provides an important fact but does not help us understand the community's views about the subject.

As well as complementing quantitative data, integrating (rather than adding as an after-thought) a serious qualitative data strand into a profiling process can help to tackle issues not appropriate to include in a structured interview process. More sensitive subjects that communities may prefer to talk about in a detached or impersonal way through well-facilitated group discussions (gender-based violence in the community or child protection are common examples) could be included.

Here are some topics that require both a quantitative and qualitative approach:

GRAVE HUMAN RIGHTS ABUSES SUCH AS SEXUAL AND GENDER BASED VIOLENCE

DISCRIMINATION AND ACCESS TO SERVICES

PROTECTION CONCERNS

ACCESS TO SERVICES, DISCRIMINATION AND CORRUPTION

RETURN OR LOCAL INTEGRATION INTENTIONS

SECURITY SITUATION

SOCIAL COHESION AND RELATIONSHIP WITH HOST COMMUNITY

"WOMEN SHARED FEELINGS OF INSECURITY AS A HINDRANCE TO RETURN, EXPLAINING THEIR FEAR THEIR CHILDREN BEING RECRUITED"

QUALITATIVE

QUANTITATIVE

"67% OF THE POPULATION REPORT THEY WILL RETURN WHEN BASIC SERVICES ARE PROVIDED IN THEIR VILLAGES"

In addition to the substantive arguments - where qualitative data is sued to complement quantitative data - there is also a resource and data quality arguments to take qualitative data more seriously in profiling. Well-planned processes can incorporate focus group discussions and targeted key informant interviews to inform the development of a more extensive and more expensive survey – to make sure we are asking the right questions, and asking them in the right way, to begin with. They can also be used to validate survey findings where qualitative data collection methods can help us to check we got it right. Making best use of qualitative data in profiling therefore implies a stronger focus in different phases of the process – in designing the methodology, implementing the data collection and conducting the analysis. In these different stages, qualitative data serves to inform, complement and validate quantitative data collection methods.

Today, most profiling exercises combine qualitative and quantitative approaches, however profiling is too often characterised as a primarily quantitative data collection process. The qualitative aspect of profiling needs to be better reflected in the Guidance – its design, implementation and analysis. As described above, integrating qualitative data from the start into a profiling exercise can help to deepen our understanding of the displacement situation by complementing the quantitative data, can increase the period of time the analysis remains valid for, and can help to address a wider range of topics not suitable to include in quantitative data collection tools.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Ensure that the definition of profiling reflects a balanced quantitative and qualitative approach.

- Include Guidance on combining qualitative data and quantitative data in the final analysis, including suggestions on the most appropriate and effective use of qualitative data collection techniques to inform, complement and validate quantitative data sources.

AND WHERE DO WE STAND NOW?

Building on the merits of the current Guidance highlighted in `Part One`, `Part Two` of this text has tried to clarify a few key elements to be taken into consideration for the upcoming revision of the profiling Guidance.

We have argued that 'IDP profiling' is a `Problematic` name as it implies a focus only on IDPs and complete coverage of the IDP population. Given the reality on the ground neither are possible or (arguably) even desirable approaches. We also outlined the multiple reasons to play down the focus on accurate numbers, advocating instead for an analysis of trends and reporting on ranges from the profiling's findings. Clearly outlining methodological limitations – pursing a transparent profiling process – also makes findings easier for others to use. Less controversially perhaps, we then focused on two areas that need stronger attention for the revised Guidance: to include diversity as a key consideration for disaggregating data, and strengthening the role of qualitative data within profiling as without this any analysis is only two-dimensional.

In `Part Three` we tackle a few more difficult issues, that we feel deserve some more discussion and reflection. What follows aims to provoke the conversation further.

OVER THE LAST FEW YEARS WORKING ON PROFILING EXERCISES FROM AFGHANISTAN TO SOMALIA, ECUADOR TO MYANMAR, AND COTE D'IVOIRE TO SERBIA AND BACK AGAIN, THE KEY LESSON PICKED UP BY THE JIPS TEAM IS SOMETHING ALONG THE LINES OF THE FOLLOWING:

Profiling is not always an easy process. There are a number of technical, operational and conceptual challenges that arise along the way. But technical difficulties can always be resolved, operational restraints can always be addressed, and conceptual conundrums (like who is an IDP?) analysed through the process itself. Time and time again, however, it is collaboration – or more precisely obstacles to it – that is the stumbling block of profiling in displacement situations. It is this feature that causes

delays, that can stop you in your tracks, but at the same time is the key to ensuring the impact of the process and its final results.

For this reason alone, JIPS has worked equally hard to understand the intricacies of collaboration in data processes as it has in providing technical support. For this reason alone the inter-agency set up of the Service was maintained to enable JIPS to act as an honest broker providing neutral technical support to partners on the ground. And for this reason, we argue here, that although mentioned in the existing Guidance, it is considerably 'Underemphasised'; much more attention should be paid to this essential feature of profiling and much more support to the field is needed.

A few other issues have been recurring over the years that also require some extra attention. The first is the 'Problematic' issue of the relevance of profiling in emergencies following from the Guidance's insistence of its relevance in all phases of a crisis. The second is the pre-occupation of the Guidance on durable solutions, which although 'Agreed upon', is also 'Overrated' as it ultimately over-shadows many other worthy causes that might fall short of full durable solutions but still need space and recognition. In other ways it is 'Problematic' as the current Guidance is too humanitarian to provide guidance to comprehensive durable solutions analysis. The last is the question of methodology - intentionally left until the end for reasons that will become clear – and the 'Overrated' methodological decision-making tree incorporated into the 2008 Guidance.

All four of these questions are tackled in Part Three. As in Part Two, for each one we highlight suggested changes to the revised profiling Guidance. Unlike in Part Two, the contents of the following sections aim to provoke further discussion; they aim to open the discussion, not close it.

COLLABORATION: THE ADDED VALUE OF PROFILING

IN MOST DISCUSSIONS ABOUT DATA COLLECTION IN —— DISPLACEMENT SITUATIONS, THE EMPHASIS IS USUALLY ON METHODS AND TOOLS. IN THIS CHAPTER, WE ARGUE THAT —— THE ADDED VALUE OF PROFILING IS ITS EMPHASIS ON BUILDING CONSENSUS AROUND ACTIONABLE RESULTS, WHICH —— BY DEFINITION REQUIRES A CONVERSATION THAT IS BROADER THAN A MERELY TECHNICAL ONE. THE CONSENSUS BUILDING —— PROCESS IS BASED ON MECHANISMS OF COLLABORATION AND IS BUILT INTO EACH STEP OF THE PROFILING PROCESS. OF —— COURSE THERE ARE MANY CHALLENGES TO FACE ALONG THE WAY, HOWEVER THERE IS ALSO MUCH ACCUMULATED GOOD —— PRACTICE ON MANAGING GENUINELY COLLABORATIVE PROCESSES THAT CAN HELP TO REALISE THE —— AGREED-UPON RESULTS.

IN ESSENCE, THIS CHAPTER ARGUES FOR THE NEW GUIDANCE —— TO EMBODY THE MIND-SHIFT FROM A NARROW FOCUS ON TOOLS AND METHODS TO A BROADER FOCUS ON THE ULTIMATE —— GOAL OF PROFILING AND THE NECESSARY IMPACT THIS HAS ON CONDUCTING A COLLABORATIVE PROCESS IN THE FIELD.

Much about a profiling exercise is not new in terms of research practice. Profiling uses well-established research procedures and data collection methods, and the fact that it is usually done in difficult environments is not unusual these days – many researchers and private sector companies work in such contexts, and anthropologists have been doing so for years. There are established practices appropriate for challenging research settings, and for finding mobile or hard to capture ('invisible') populations.

This is not to say it is not difficult.

The problem is that having rigorous research conducted by a single actor (such as a consultant or single organization) has not served strategic and holistic programming purposes effectively. In humanitarian settings, the purpose of research is to provide information that will inform and underpin policies and programs, and contribute to solutions to displacement.

In order to do this, the findings must be accepted by a critical mass of the actors involved in policymaking and programme delivery. This is the trick, and it is a major stumbling block for so-called 'evidence-based' programming. We just have to think of the number of displacement-affected countries where despite the large number of data collection

exercises, there is still no agreement on the overall picture of displacement. The lack of agreement is not always a reflection of the quality (or lack of it) of the existent studies and information sources, but rather a result of the lack of synthesis and agreement on the data. This is especially the case in IDP contexts where no single actor can fall back on 'mandate authority'.

The real value of profiling is that it is based on a consensus building process that takes place in an environment not well suited to consensus. This requires genuine collaboration – an issue that is present but considerably **Underemphasized** in the current Guidance.

To start unpacking the above statement, this chapter will outline the value of agreed-upon data and the impact this has on each stage of the profiling process itself. It will discuss the challenges facing such a collaborative process and define collaboration compared to other similar concepts, before outlining a number of ways to promote effective collaboration and sharing seven key factors that can help to predict if it will work or explain why it did not. Finally, the chapter will try to throw in some 'good practice' suggestions on how to run successful collaboration within profiling processes.

THE VALUE OF AGREED UPON DATA AND ITS IMPACT ON THE PROFILING PROCESS

Let's take a closer look at the starting point of a profiling exercise. One or (usually) more of the following scenarios often characterizes the context where profiling is required:

- Organisations and government departments only have an incomplete picture of the displacement situation
- Organisations and government departments have different versions of this picture and different priorities on the ground
- Organisations and government departments have good information but their findings are not trusted or perceived as credible by others

Any of these situations can lead to an inadequate response to the displacement situation because:

- Only part of the picture is being responded to
- There is limited space for joint planning and coordination of activities
- Time and resources are taken up in simply disagreeing over data

For any of these situations, the relevant actors need a starting point of agreed-upon data from which they can work together or separately to address displacement problems. 'Agreed-upon data' means the process through which it is generated becomes important as it must strive to build trust and consensus, not only data and results. This drive to consensus, which is central to profiling, happens in every step of the process.

	1	**2**	**3**	**4**	**5**
DATA EXERCISE STEP	DEFINING OBJECTIVES AND SCOPE OF THE EXERCISE	FUND RAISING AND DEFINING THE MANAGEMENT STRUCTURE BEHIND THE EXERCISE	DESIGNING THE METHODOLOGY	DEVELOPING THE TOOLS	COLLECTING THE DATA
SINGLE ORGANISATION DATA EXERCISE	OBJECTIVES DEFINED ACCORDING TO THE ORGANISATION'S MANDATE AND INTERESTS	EXERCISE FUNDED BY SINGLE DONOR AND MANAGED BY EXISTENT STRUCTURES OF THE ORGANISATION	METHODOLOGY DEFINED BY EXPERTS FROM THE ORGANISATION OR CONSULTANTS	TOOLS DEVELOPED BY SECTOR SPECIALISTS WITHIN ORGANISATION	DATA COLLECTED BY PARTNERS OR THE ORGANISATION'S STAFF
PROFILING PROCESS	OBJECTIVES NEGOTIATED BY SEVERAL PARTNERS ON EQUAL TERMS	PROCESS FUNDED THROUGH MULTIPLE DONORS AND MANAGEMENT STRUCTURE COMPOSED OF SEVERAL ORGANISATIONS' REPRESENTATIVES	METHODOLOGY NEGOTIATED BY SECTOR SPECIALISTS AND REFINED BY METHODOLOGY SPECIALIST	TOOLS NEGOTIATED BY SEVERAL ORGANISATIONS' SECTOR SPECIALISTS AND FINE-TUNED BY TOOLS DEVELOPMENT SPECIALIST	DATA COLLECTED BY MIXED TEAMS OF SEVERAL ORGANISATIONS

DATA EXERCISE STEP

6	7	8
ANALYSING THE DATA	REPORT ON AND DISSEMINATING THE FINDINGS	DECIDING ON ACTIONS BASED ON EVIDENCE GENERATED

ONE ORGANISATION DATA EXERCISE

| DATA ANALYSED BY SPECIALISTS FROM THE ORGANISATION	REPORT LAUNCHED AS AN ORGANISATION PRODUCT AND SHARED WITH INTERESTED ACTORS	DECISIONS ON ACTION DECIDED BY ORGANISATION'S MANAGEMENT

PROFILING PROCESS

DATA ANALYSED BY SEVERAL ORGANISATIONS' SPECIALISTS AND GENERALISTS	REPORT LAUNCHED AS COLLABORATIVE PRODUCT WITH WIDE SPREAD ENDORSEMENT	JOINT STRATEGIES AND ACTIONS ARE AGREED UPON AND EACH ORGANISATION USES THE DATA FOR ITS OWN PROGRAMMING AND ADVOCACY

WHY DOESN'T CONSENSUS HAPPEN ORGANICALLY?
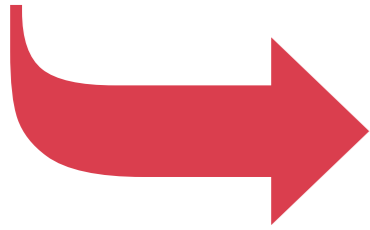
COMPETING AGENDAS

DIFFERENT APPROACHES AND PRIORITIES

DIFFERENT STANDARDS AND DEFINITIONS

CONTEXTUAL DIFFERENCES

The consensus driven process can be replicated in any operating environment and no matter what tools and methodologies are used. If carefully adhered to, the process is much more likely to lead to an agreed-upon picture of displacement.

The challenges in this process are:

1. It is time consuming;
2. It requires a complex management structure;
3. It involves multiple voices and often conflicting interests; and
4. It can be blocked at any stage if there is a major disagreement.

These challenges mean profiling is not well suited to emergencies, even though the challenge of limited consensus is even more acute in such operational environments. These challenges are perhaps less daunting in protracted situations where the pressure to act quickly is less acute. In protracted displacement situations where long-term solutions need to be reached, it is most effective and efficient to have all actors pulling in the same direction, so profiling becomes an attractive tool. However, a number of organizational factors make it difficult to agree on data.

Different and competing agendas: the organisations and government departments involved in a displacement situation have competing agendas that go beyond simply providing the best response possible. These agendas can include defending their own mandates and influence, increasing the size of their portfolio, maximising visibility, increasing access to funds, and the genuine belief that their agency is doing a better job than others. This creates a need for negotiation between the different players to get everyone on the same page and moving in one direction.

Different approaches and priorities: the various organisations - humanitarian, development and governmental - usually involved in any displacement response approach it from different perspectives. These often include:

APPROACH	LOGIC	EXAMPLE
RIGHTS-BASED	WE INTERVENE TO DEFEND RIGHTS AND SUPPORT THE AFFECTED POPULATION TO RE-ESTABLISH THEIR RIGHTS	WE BUILD SCHOOLS BECAUSE CHILDREN HAVE RIGHT TO EDUCATION AND THEY LOST ACCESS TO EDUCATION DUE TO DISPLACEMENT
NEEDS-BASED	WE INTERVENE TO SUPPORT THE AFFECTED POPULATION TO MEET THEIR NEEDS	WE BUILD SCHOOLS BECAUSE CHILDREN NEED TO HAVE EDUCATION OTHERWISE, CHILDREN DELINQUENCY MIGHT INCREASE, SCHOOLS HELPS KEEP SOCIAL STRUCTURES AND INCREASES THE CHANCE OF RE-ESTABLISHING A NORMAL LIFE
AREA-BASED	WE INTERVENE TO ENABLE CHANGE IN A GEOGRAPHIC AREA	WE SUPPORT TRANSPORT SYSTEMS IN AN AREA TO ENABLE CHILDREN TO GO TO SCHOOL
BEST INVESTMENT-BASED	WE INTERVENE TO SUPPORT THE EXISTENT STRUCTURES THAT HAVE BEST CHANCES IN CREATING A LASTING POSITIVE IMPACT	THE MINISTRY OF EDUCATION IS A WELL-STRUCTURED ONE WITH LONG TRADITION OF RESOLVING PROBLEMS AND INNOVATION; WE INVEST IN SUPPORTING IT BECAUSE WE THINK IT WILL WORK
POPULATION STATUS-BASED	WE INTERVENE TO SUPPORT A SPECIFIC GROUP OF THE POPULATION BASED ON THEIR STATUS	WE SUPPORT THE FORCED MIGRANTS IN THIS COUNTRY BY DISTRIBUTING FOOD TO THEM REGARDLESS IF THE NON-MIGRANT POPULATION AROUND THEM ARE IN NEED OF FOOD TOO
GOVERNANCE-BASED	WE INTERVENE TO SUPPORT THE EXISTENT STRUCTURES THAT HAVE THE RESPONSIBILITY TO RE-ESTABLISH THE RIGHTS AND ADDRESS THE VULNERABILITIES OF AFFECTED POPULATIONS	DESPITE THE FACT THAT THERE IS NO WELL FUNCTIONING MINISTRY OF EDUCATION, THERE IS NO ALTERNATIVE BUT SUPPORTING IT IF WE WANT TO ADDRESS EDUCATION SINCE THEY HAVE THE MANDATE
POLITICALLY-DRIVEN	WE INTERVENE TO SUPPORT "OUR PEOPLE" OR "OUR ALLIES"	WE SUPPORT OUR PEOPLE OR ALLIES IN A WAY THAT WOULD REINFORCE THE ALLIANCE AND SERVE OUR POLITICAL OBJECTIVES

It would be extreme to say that any of the organisations involved in humanitarian and development work would stick to one approach alone; it is often a mixed approach that is applied. However each actor takes one approach as their starting point and this can be different from that of others. And while taking into consideration other logics, one approach will always weigh more important than others. This creates the need for compromise to get everyone on the same page and moving in one direction.

Different standards and definitions: each organisation speaks their own language, or more precisely, their own programmatic language. To make sense for individual partners as well as the collective, any profiling exercise needs to take into consideration these languages and the information needs at the institutional level and ensure that there is clear understanding of what is meant by what. This creates the need for a translation effort to get everyone on the same page, and translation does not come naturally to all.

Different contexts and 'standard' tools: Displacement contexts vary. Of course. The history of displacement, prospects for solutions, actors involved, personalities, resources available, cultural sensitivities, community relations, coping mechanisms etc. Understanding context is crucial to getting things right; this is stating the obvious. Less obvious, however, is what this means for data collection and analysis processes. They cannot be standard from one location to another; they need to be discussed and negotiated each time with the specific context in mind. For example, adequate housing in one context may include enough rooms/space for the household to sleep comfortably. In another context, where the climate makes it preferable to sleep outdoors or on the roof, the same indicator would be irrelevant.

Not only does the negotiation take time and effort each time, but organisations with international presence tend to want to systematize their data collection tools and institutional systems. This can make the required 'contextualisation' even within one organisation challenging, let alone when conducting an exercise at the inter-agency level.
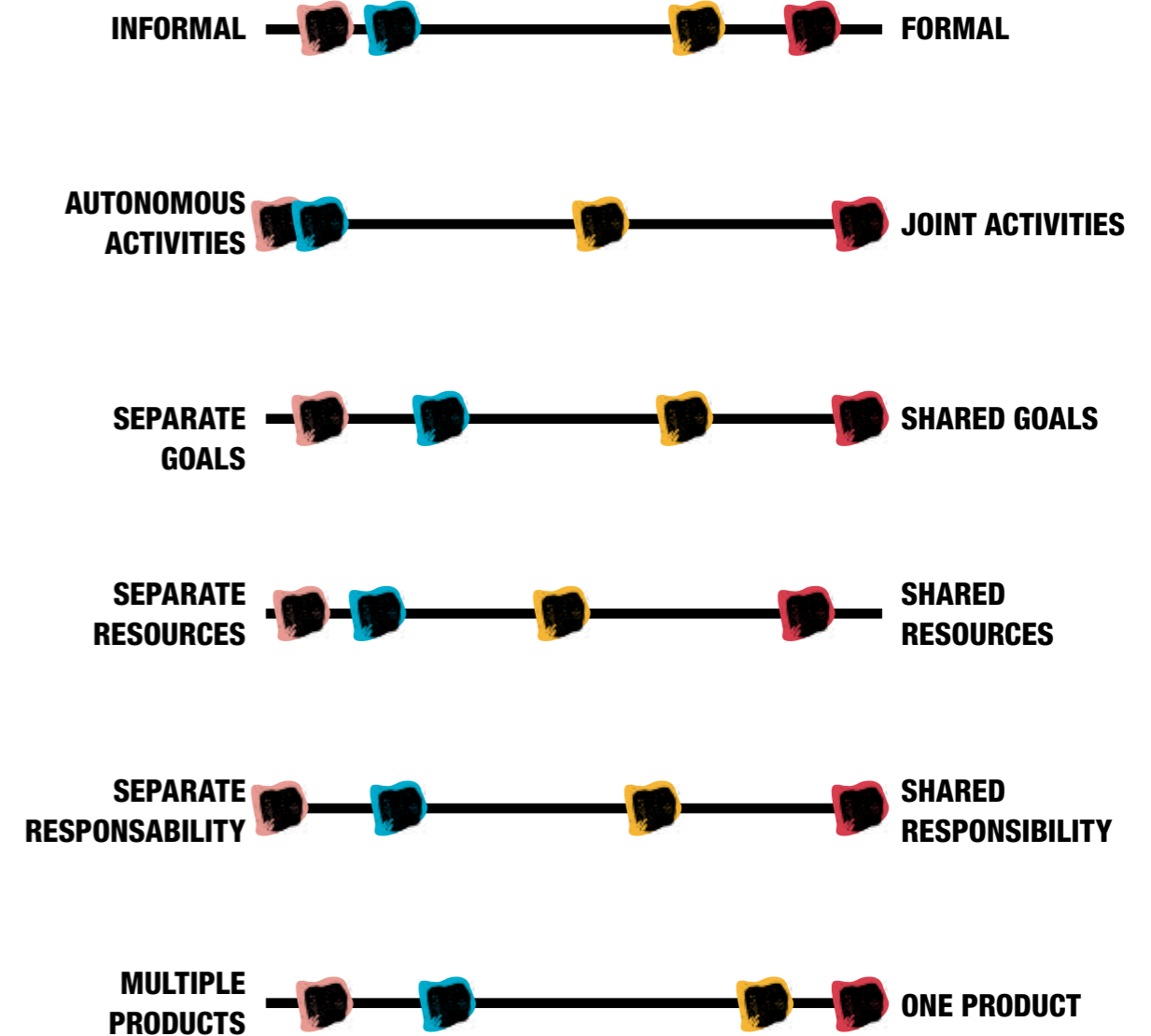
WHAT DOES COLLABORATION LOOK LIKE?

Let's dive a bit more into the collaborative data process. There are four different ways of working together on data processes: consultation, cooperation, coordination, and collaboration. [12]

[12] David Saab et al. Building Global Bridges: Coordination bodies for improved information sharing among humanitarian relief agencies (2008), ICT Coordination among Humanitarian Relief Agencies.

CONSULTATION COOPERATION COORDINATION COLLABORATION

INFORMAL ———————————— FORMAL

AUTONOMOUS ACTIVITIES ———————————— JOINT ACTIVITIES

SEPARATE GOALS ———————————— SHARED GOALS

SEPARATE RESOURCES ———————————— SHARED RESOURCES

SEPARATE RESPONSABILITY ———————————— SHARED RESPONSIBILITY

MULTIPLE PRODUCTS ———————————— ONE PRODUCT

In consultative data processes, organisations conduct their own data exercises and informally consult or ask for input from partners regarding different elements such as the tools, analysis or final product. For example, a UN Agency conducts a child protection survey and shares its draft questionnaire with the protection cluster for comments. Comments are taken into account to ensure a higher quality result based on broader expertise, but no binding partnership agreement is pursued.

In cooperative data processes, two parallel data processes take place separately but at the same time. The relevant organisations inform each other about their processes (tools, operational plan and findings etc.), and informally support each other, at minimum, to not interfere with the others' work. Cooperation is based on verbal agreement, processes remain independent and no additional risk is incurred.

In coordinated data processes, two or more organisations work towards separate but compatible goals through a single or multiple data processes. A more formal agreement is required but with limited common ownership so that full authority is retained by each organisation. A certain amount of joint planning, resource sharing and role definition is required, with the associated element of shared risk attached. This is a very common way in which humanitarian actors work together.

In collaborative data processes, two or more organisations work together on a single process with common goals, shared ownership and agreed upon rules, norms and structures. Collaboration requires a formal relationship due to the shared authority, responsibility and risk it entails. Collaboration brings organizations together and therefore requires comprehensive planning and communication on many levels to minimize the increased risk created by the collaboration itself.

So with further clarity on what collaboration is, why it is challenging and most importantly, why we should strive to overcome these challenges (i.e. the value of consensus over profiling results), the rest of this chapter is dedicated to looking at ways of making it happen.

PROMOTING EFFECTIVE COLLABORATION

In profiling, three concepts can be useful for promoting effective collaboration. Loose economic metaphors can be used to break these down into memorable, tangible concepts:

- o **Capital at hand:** the ability of actors to work together
- o **Buying-in:** setting up how these actors will work together
- o **Cashing-in:** measuring the results of having worked together

During the **"capital at hand"** stage, the actors come together to begin the profiling partnership. At this stage, history of relations between actors is important as well as willingness to work together on the exercise at hand. Here, the initiators should be determining the reasons for partnering, reviewing partner compatibility, defining the criteria for partner selection, and developing the common purpose, goals and objectives. Relationship dynamics is most critical at this stage with trust being the major relationship factor.

During the **"buying-in"** stage partners must clearly identify their roles and responsibilities, create joint decision-making and coordination processes, set up methods for open and frequent communications, and select a skilled convener. Fostering interdependence at this stage is critical. This can be done through joint decision-making process that generates common ownership and responsibility. Commitment of sufficient human resources also fosters interdependence, and partners must assign focal points interested in the success of the collaboration to lead the project.

At the **"cashing-in"** stage, the success of collaboration is measured by asking whether the purpose of the profiling for individual partners has been met. Most significant is to see how the collaboration for the specific profiling has fed into further joint activities that would not have otherwise been possible. Most directly, these can take the form of common strategies or joint programming. However, profiling processes, which often produce some form of innovation or change, can also impact beyond their immediate objectives and change operational dynamics through the relationships built in the process. It is important to be aware of these positive externalities.

The JIPS experience points to several factors that can help to predict if collaboration will work, make sure that it does or explain why it did not. These can be loosely summarised as follows:

✓ COMPATIBILITY

✓ COMMON PURPOSE

✓ JOINT DECISION-MAKING

✓ ROLES AND RESPONSIBILITIES

✓ TRANSPARENCY

✓ COMMITMENTS

✓ COLLABORATIVE MIND-SHIFT

1) "We just click"

Difficult to explain yet evident to most humanitarians is the click factor. This refers to the compatibility between potential profiling partners and depends on many unpredictable things such as history of collaboration, personalities in the office, physical proximity of offices, the timing of the exercise, etc. There is often a great deal of trust between a critical mass of partners that can be built upon and is a good place to start.

2) "We get each other"

There is usually a high degree of common purpose between potential profiling partners, as without this a single profiling process would not emerge. The challenge is that most of them will have additional objectives specifically important or useful for their organisations. For collaboration to be successful you must ensure that the common purpose outweighs these side objectives throughout the process. This often requires a willingness to compromise.

3) "We're in this together!"

Finding 'like-minded enough' partners and identifying a common purpose is one thing, but submitting to a joint decision-making process is quite another.

It is this aspect of profiling and real collaboration that makes partners nervous. To manage the diversity around the table, a shared governance structure that includes relinquishing some power is required. However, it is important to be realistic and live with the fact that a governance structure cannot adequately address the unequal power distribution amongst partners. It is likely that governance structures will be challenged throughout the process, so they need to be established clearly and comprehensively as early on as possible in the process.

4) "Ok, this is how it is going to work"

In any group it is easy for different interpretations and expectations to develop and grow roots over time. During the setting-up stage of a profiling process, it is important to be as clear as possible about the overall process, timeframe resources required and expected roles and responsibilities. The different stakeholders need to know what sort of meetings, workshops and committees will be held and when. Resource requirements need to be assessed and commitments identified. Roles and responsibilities need to be identified; an operational plan should be developed and regularly updated to facilitate the orientation of different partners.

5) "Nice to see you. Same time next week?"

Simple and basic: the more silence there is the more room there is for conspiracies to evolve and commitment to wane. In addition to laying things out clearly at the start, it is important to keep all partners informed and updated about progress regularly. Meaningful communication about progress and the challenges that may arise affecting the implementation plan should be ensured; the profiling process must be transparent, with a meeting schedule set up from the start, so that feelings of manipulation don't emerge.

6) "I can put X on the table. How about you?"

How do you know if there is real commitment? Buy in. In principle actors that are really committed are the ones that are providing resources – in all its various forms - to the process. Commitments are usually to be in writing and signed by the senior management of the organisations who are taking part. They can take a variety of forms including financial and human resources, or specific expertise, and should ideally be confirmed at the start of the process.

7) "That worked well! Let's do it again."

This is the best indicator of successful collaboration and, although the most challenging to achieve, it is far from impossible. "Let's do it again" points to the willingness of organisations to adapt internal procedures after the profiling to create a more enabling environment for the next collaborative project that is embarked on. This is the 'mind-set shift' that JIPS profiling advisors always talk about.

SOME GOOD PRACTICE TO SHARE [13]

Collaborative profiling is not a routine activity. It takes place between multiple parties, and is often intercultural. The actors step into an uncertain, dynamic terrain and find themselves in a "no man's land" where there is no single way of determining where and how a decision is to be taken. The struggle is both political and about the social rules of the game in decision-making processes.

Personalities are important in the negotiation and coordination of profiling processes. The lack of structure and routines makes the actions of individuals more influential. It creates a space for actors to influence the formation of rules of interaction and shape them according to their needs and interests. While traditional, hierarchical relationships

are based on institutionalized governance mechanisms, a collaborative process is likely to produce a generally accepted framework within which negotiations take place, and which can lead to new understanding, norms, and practices. These practices can, with repetition, transform actors' into collaborators.

Power imbalances between actors are common in profiling. Some stakeholders lack capacity, organization, status, or resources and cannot participate on an equal footing with others. The collaborative process will then be open to manipulation by more powerful actors, unless strong countermeasures are in place to represent the less powerful voices. A common problem is that some stakeholders lack the skills or expertise to engage in technical discussions. A third issue can be limited time, energy, or liberty for some stakeholders to engage in time-intensive collaborative processes.[14]

Various strategies can offset strong personalities and power imbalances. In what follows we present some 'collaborative profiling good practice' based on JIPS experience, and which should be included in the revised profiling guidance.

• Understand and Promote Incentives to Participate

Given the nature of collaboration, it is critical to understand actors' **incentives** in joining the process. Actors join a profiling process if they see clearly that the results will affects their programing or advocacy capacity. It is equally important for them to feel that their role is not symbolic, but they have the capacity to influence the process.[15]

Actors with strong partnerships with ministries or sizable UN Agencies or NGOs in terms of resources and mandates often prefer an alternative to a large-scale collaboration. Even if these actors engage in collaboration, they may turn elsewhere "if they become disgruntled with the process or its outcomes".[16]

"Antagonistic stakeholders who are also dependent on each other can move toward a successful collaborative process; the "fear of losing out" keeps rivals at the same table. Paradoxically, actors with a foundation of trust and shared values can fail at collaboration because they find it easier to achieve their goals alone".[17]

Many successful collaborative processes have occurred when stakeholders see realise that they cannot achieve their goals without engaging with others, whose interests are often diametrically opposed.[18]

[13] This part is based on the structure and wording from an excellent paper from the Journal of Administration Research Theory Advance Access published on 13 November 2007, entitled "Collaborative Governance in Theory and Practice" by Chris Ansell and Alison Gash, University of California and Berkley

[14] Ibid

[15] Ibid, p10

[16] Ibid, p10

[17] Ibid, p11

[18] Ibid, p11

- **Provide Facilitative Leadership: Honest Broker**[19]

Leadership is critical in bringing parties to the table and steering them through the rough patches of a collaborative process. "Good leadership sets and maintains clear ground rules, builds trust and dialogue, and promotes mutual gains"[20]. An **honest broker** focuses on promoting and safeguarding the process rather than on individual leaders taking decisive action. Our experience overwhelmingly shows that facilitative leadership – through the role of an 'honest broker' or neutral facilitator - is important for ensuring a collaborative spirit.

Among several forms of assisted negotiation, "facilitation" is the least intrusive on the management prerogatives of organizations. The facilitator's role is to ensure the integrity of the **consensus-building** process itself. On the other hand "mediation" increases the role of the third party intervention in the substantive details of the negotiation when stakeholders are struggling to promote win-win gains. Finally, "non-binding arbitration"[21] takes place if stakeholders cannot reach a consensus with the help of mediation. The third party then crafts a solution.

In our experience, and as well defined by Ansell and Ash (amongst others), a 'profiling honest broker role' should:
1. *"Have technical credibility*
2. *Manage and promote broad and active participation*
3. *Facilitate credible and convincing decisions that are broadly accepted"*[22]

The legitimacy of the process depends on participants' perception of procedures being fair, equitable, and open. Competent facilitation with clear and consistently applied ground rules can ensure this view.

- **Promote Face-to-Face Dialogue and Trust Building**[23]

Face-to-face dialogue is an important aspect of collaboration, and the advantages of such get-togethers far outweigh email or skype as primary means of contact. With good facilitation, face-to-face meetings can help break down stereotypes and other barriers to communication that prevent exploration of mutual gains.

As mentioned above, the lack of trust among stakeholders is often a starting point for collaborative governance. When a history of antagonism exists among stakeholders, **trust building** naturally becomes very important even though it can be difficult and takes time to cultivate. Sufficient time should therefore be built in for effective remedial trust building.

- **Ensure Commitment to the Process**[24]

Commitment to the collaborative process depends on the belief that *good faith bargaining for mutual gain* is the best way to achieve desirable policy outcomes. The level of commitment is critical in explaining success or failure of the process. But stakeholders often participate for different reasons – for example to ensure their perspective is considered, to secure legitimacy for their position, or to fulfill an obligation etc.[25]

Commitment to the collaborative process also requires that participants abide by the results, irrespective of their own organization's thinking. While the consensus-oriented basis of profiling reduces results-related risk for stakeholders overall, negotiations through the process can take unexpected turns and stakeholders can feel pressured to conform to positions or accept decisions they do not fully embrace. It is easy to see therefore, why **trust and mutual respect** on the one hand, and **transparent procedures** on the other are such crucial aspects of the process.[26]

An additional dimension of commitment is **ownership**. In most situations, it is Governments, not humanitarian organizations that are the active decision-makers. In these cases, humanitarian organizations seek to influence government decision-making and are therefore not ultimately responsible for outcomes. Collaborative profiling can enable a shift in ownership of decision-making towards the collective. This implies a tricky dilemma where organizations are no longer merely critics; they now partake in collective decision-making with other stakeholders who may hold opposing views.[27]

Both commitment and ownership, of course, can be enhanced through the work of a skilled honest broker.

[19] Ibid, p12

[20] Ibid, p12

[21] James Baines and Marg O'Brien, Reflections on the Collaborative Governance Process of the Land and Water Forum, Research Report prepared for the Ministry for the Environment, November 2012.

[22] Ansell and Gash, Collaborative Governance in Theory and Practice, Journal of Administration Research Theory Advance Access, November 2007, p12

[23] Ibid

[24] Ibid

[25] Ibid

[26] Ibid

[27] Ibid

In summary, the ultimate goal of profiling – an agreed-upon reading of the displacement situation to enable joint action – forces us to think more clearly about the mechanisms of consensus building and collaboration. This chapter has tried to start the conversation by looking at relevant definitions, challenges and good practice based on experience from JIPS and others. Running through the entire argument has been the emphasis on the profiling process.

The concept of "process" in profiling is arguably one of the most important ones because a good methodology and sound results are rarely enough to achieve consensus. The scientific elements are valuable in that they generate reliability and help to build trust, but in the absence of a truly collaborative process, with all the nuts and bolts described above, they are not sufficient.

Time and again it has become evident that the added value of profiling is in getting relevant actors to agree on a reading of the situation that allows for joint action.[28] Discussing only tools and methods – which is so often the case - is the wrong focus. A successful profiling exercise requires equal attention to all steps of the process - because every step is a deal breaker.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Collaboration and consensus should become more central to the definition of profiling because it is the added value of profiling and therefore the reason for its definition in the first place.

- Process also needs to become more central to the new guidance since the positive impact of profiling is as process-related as it is connected to data.

- A step-by-step methodology for collaboration in each stage of the profiling process should be developed, building on some of the elements included here and generated directly from field experience.

- The new guidance should include a broader understanding of the realities of collaboration on the ground; it needs to look at practical elements and personalities, not only governance structures and workshops.

- The valuable role of the honest broker (or profiling coordinator) needs to be included in the new guidance, including a list of competency specifications and guidance/tips for facilitative leadership in profiling.

PROFILING IN EMERGENCIES?

THERE IS INCREASING PRESSURE FOR THE HUMANITARIAN —— COMMUNITY TO APPLY PROFILING PROCESSES IN EMERGENCY SETTINGS. THE REASON IS CLEAR: IT WOULD BE —— FANTASTIC IF THERE WAS AN INCLUSIVE, TECHNICALLY SOUND PROCESS THAT PROVIDES A COMPREHENSIVE PROFILE OF THE —— POPULATION IN THE EARLY STAGES OF AN EMERGENCY.

IN THIS PART WE ARGUE THAT A PROFILING, AS IT IS CURRENTLY —— DEFINED, CANNOT BE APPLIED IN A TIMELY MANNER IN EMERGENCY SETTINGS. HOWEVER, IF THE CONCEPT IS MODIFIED —— IT COULD LEAD TO A REALISTIC BASELINE PROFILE OF THE DISPLACEMENT SITUATION THROUGH A MIXTURE OF THREE —— METHODOLOGIES - DESK REVIEW (INCLUDING BIG DATA, RAPID POPULATION ESTIMATIONS AND SATELLITE IMAGERY), —— COMMUNITY MAPPING AND DELPHI METHODS. GENUINE COOPERATION AND COLLABORATION WILL ALSO BE KEY TO —— ENSURE TECHNICAL CONSENSUS AND POLITICAL VIABILITY OF THE RESULTS. MOREOVER, TO MAKE THIS A REALITY, LIMITED —— OBJECTIVES AIMED AT DISAGGREGATED POPULATION FIGURES AND SEPARATING THESE FROM IMMEDIATE NEEDS —— ASSESSMENTS IS CALLED FOR.

Emergency operations in their first weeks usually lack reliable and comprehensive data on displaced and affected populations. It would be ideal if we could come up with a perfect methodology for filling this gap, but we are not working in the creative industries despite a growing space for humanitarian innovation. One thing is clear, for primarily practical reasons, comprehensive profiling in emergency contexts is simply not an option. A version of profiling, however, should be explored, tested and endorsed to introduce some predictability to population estimation in emergencies. Therefore, the simplified statement in the current Guidance of the relevance of profiling in all phases of a crisis remains Problematic without further reflection and support.

WHY IS 'PROFILING PROPER' NOT AN OPTION?

Profiling, done properly, employing a fully collaborative process, requires adequate time and the absence of urgency. By definition therefore, it is not well suited to emergency contexts where time is of the essence to provide information to agencies and governments to inform protection and other life-saving interventions.

This simple statement, undeniable in its logic, requires some emphasis, however, because of the increasing pressure in recent years for and from humanitarian organisations to implement profiling in emergencies. The reasons for its inappropriateness are clear and simple:

- Collaboration and consensus-building take time and energy; they need to jump several hurdles as outlined in section A of Part Three but when there are life-saving considerations drawing our attention it is understandable that confronting these nuances are not on top of the to-do-list.
- Common objectives of 'proper profiling' (diversity disaggregation, analysis of protection risks, assessment of vulnerabilities, coping mechanisms and capacities) can be undertaken on a smaller scale in emergency contexts, but rarely on the scale required for population estimation, and therefore rarely through similar means.
- Fluid population movements and dynamic political contexts mean data can become out of date quickly. Linked to the above point, this implies a different data process from the established profiling methods.
- Generous funding – compared to protracted crises – also leads to multiple and uncoordinated data collection activities instead of driving actors towards collaboration through a need to pool resources. There is therefore simply not the financial drive for agreed upon data, which some argue is more present in non-emergency situations.

SO WHAT KIND OF PROFILING CAN WE USE IN EMERGENCIES?

Despite the above, some version of profiling is possible in emergencies. Note though that saying it is possible, is not the same as saying it will be easy.

The quality and depth of information would be limited. Data collection challenges such as restricted access, security threats and fluid population movements are common. Agencies must rely on secondary data, (an often limited number of) trusted key informants, and remotely managed data collection systems, which only add to the complexity. On top of all of this, it is often very difficult to be precise about identifying who is and who is not an IDP.

In reality, the kind of data most needed during the first days/weeks of an emergency can be obtained from rapid assessments and population estimations. Of course, this leads to the common problem of lack of agreed upon data since humanitarian organisations and government departments tend to collect information separately. Ultimately, and unfortunately all too commonly, this results in a lack of trust in each others' data and multiple, overlapping data collection efforts covering the same groups or locations.

With specific and limited objectives (the stumbling block of many existing efforts!), despite the above limitations, it is possible to create a profile of displacement situations in emergency settings.

Making use of a combination of data collection methods, including desk review (secondary data, big data analysis, and rapid population estimations), community-based mapping and Delphi methods of triangulation, an 'emergency profile' can be pieced together. This can then become a baseline against which additional information can be consolidated through collaboration and a clear governance structure to maintain that all-important consensus.

THEN, HOW DO WE MOVE FORWARD?

We believe that some further thinking is due around how best to reach an agreement on profiling internal displacement in the first phases of emergency. The following are some guiding principles that we think will help the conversation move forward: [29]

1. Separation between population data and needs assessment

One of the key challenges at the beginning of an emergency is the pressure to align population data with the identification of needs, as, clusters and agencies are yet to establish their systems, definitions and own needs assessments. Any attempt of an interagency profiling exercise to collect information about BOTH population status/numbers AND their priority needs is very hard, simply because the bar is set too high; there is too much to agree upon in too short time which can jeopardize sustainable collaboration and consensus building.

However, if profiling at this stage sticks to the most basic version of its definition: "IDP numbers disaggregated by sex, age, location and diversity", reaching consensus becomes more realistic and provides a basis for extrapolation for clusters and designing sector- or agency-specific assessments. Simply put, profiling generally combines numbers and assessment, but in emergencies these should be methodologically separated.

[29] In 2014-2015 the Data Sub Group of the Information Management Working Group based in Geneva started work to better define the Humanitarian Profile focusing on estimating population figures in emergencies. This resulted in a guidance published in April 2016 called the Humanitarian Profile Support Guidance. These discussions have fed into this chapter, and vice versa. The conversation has started but there is further to go.

2. Consensus building is more relevant then ever

But what if we follow the above logic and still fail to reach consensus on the numbers?

This is most likely a non-issue. That is to say, it is not a real risk. Humanitarian Country Teams will always (at least publicly) reach an agreement on estimated IDP population figures under pressure from donors, media and, most importantly, necessary operational planning requirements. The figure can be revised several times during the first days and weeks as information starts coming in. Methodological limitations can be clearly outlined, strengthening trust and consensus further.

However, the challenge is that after a few weeks the figures risk lacking credibility (the cracks start to emerge) and this is where two things need to kick-in in parallel:

- A serious attempt, based on a 'good enough' methodological approach to reach a reliable estimate of IDP figures disaggregated by sex, age and location.
- An inclusive and consultative process to shape and implement this attempt, including a clear timeline for revision linked to the programme cycle, planned assessments and effective cooperation between actors on the ground.

Without this the real risk raises its ugly head: a displacement profile that is vulnerable to criticism and doubts that weigh heavily on joint planning, programming and advocacy.

The solution is consensus building around a technically 'good enough' profile with a clear plan on how and when to revise it. Then, just stick to the plan.
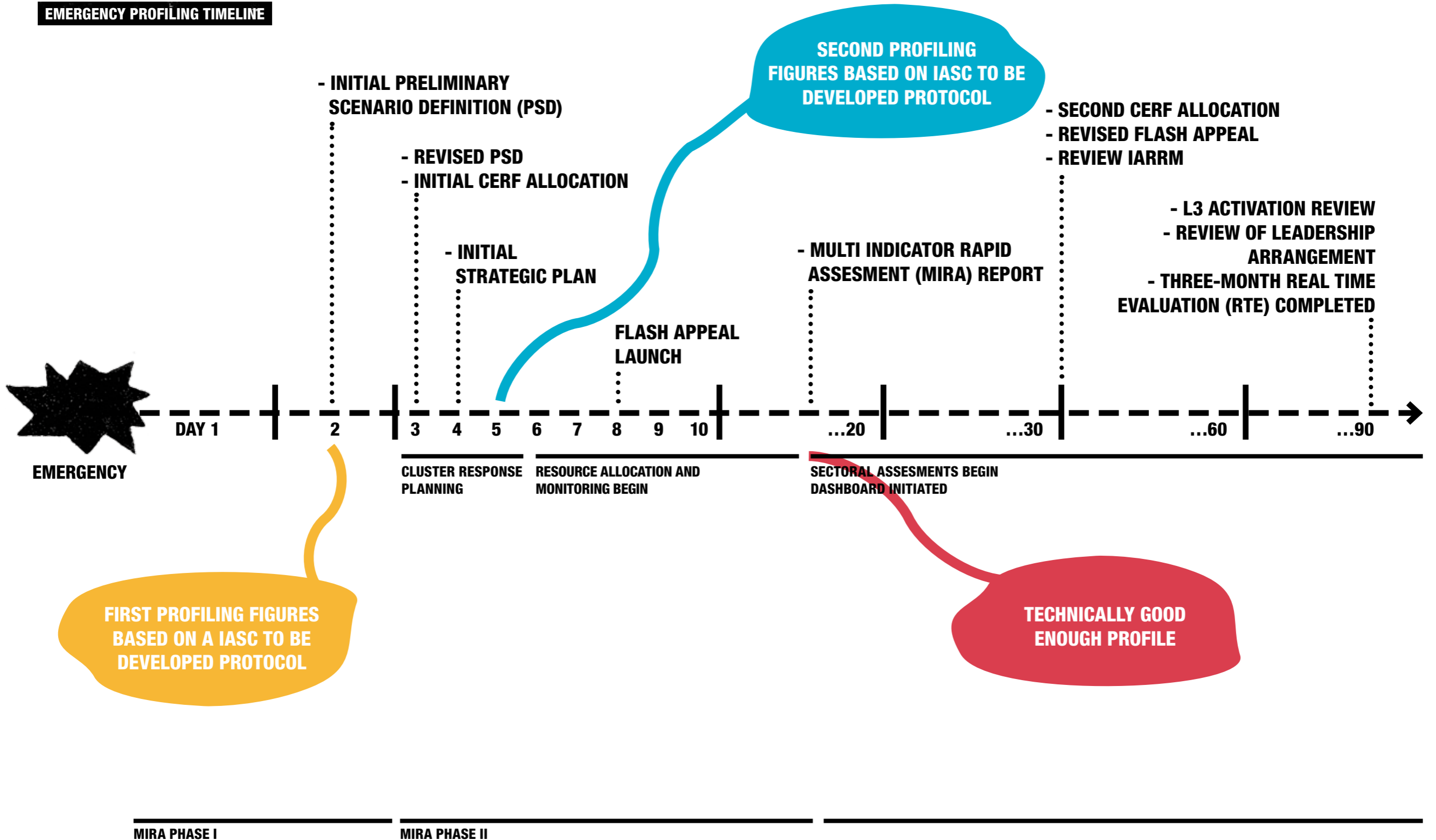
3. A two-tier methodological approach

As the above implies, a two-tiered approach, developed in stages, should be pursued.

- **Tier 1 – Consensus on the first estimate figures.** Although the coverage and quality of pre-existing information is different from operation to operation, we need to define a standard protocol of how to reach this agreement. Ideally, the Inter-Agency Standing Committee would pick up this baton.
- **Tier 2 - A technically sound, 'good enough' methodology**[30] to define the profile of the displacement situation could be based on a combination of the following methods:
    o Desk review (including big data, satellite imagery analysis and rapid population estimations)
    o Community/population mapping techniques
    o Delphi method (triangulation of expert opinion)

[30] Ibid. The Humanitarian Profile Support Guidance includes some example methodologies based on case studies for calculating figures of people in need, although there is limited focus on a displacement profile.

EMERGENCY PROFILING TIMELINE

- INITIAL PRELIMINARY SCENARIO DEFINITION (PSD)

- REVISED PSD
- INITIAL CERF ALLOCATION

- INITIAL STRATEGIC PLAN

SECOND PROFILING FIGURES BASED ON IASC TO BE DEVELOPED PROTOCOL

- SECOND CERF ALLOCATION
- REVISED FLASH APPEAL
- REVIEW IARRM

- L3 ACTIVATION REVIEW
- REVIEW OF LEADERSHIP ARRANGEMENT
- THREE-MONTH REAL TIME EVALUATION (RTE) COMPLETED

- MULTI INDICATOR RAPID ASSESMENT (MIRA) REPORT

FLASH APPEAL LAUNCH

DAY 1   2   3   4   5   6   7   8   9   10   ...20   ...30   ...60   ...90

EMERGENCY

FIRST PROFILING FIGURES BASED ON A IASC TO BE DEVELOPED PROTOCOL

CLUSTER RESPONSE PLANNING

RESOURCE ALLOCATION AND MONITORING BEGIN

SECTORAL ASSESMENTS BEGIN DASHBOARD INITIATED

TECHNICALLY GOOD ENOUGH PROFILE

MIRA PHASE I

MIRA PHASE II

4. Data infrastructure and effective cooperation

One key benefit a profiling process can provide at this stage – arguably as important as its immediate results - is what we call 'data infrastructure'. In other words, the elements that makes data collection and analysis meaningful and inter-operable, such as:

- Agreed-upon definitions of population and location typologies, etc.;
- Names of locations, administrative levels and boundaries;
- Agreed upon demographic structure (age cohorts etc.); and
- Metadata definition.

Whilst the data infrastructure is not necessarily the work of the profiling process itself, the process can facilitate its context specific development in which all relevant actors and clusters can contribute. Defining the data infrastructure will then guide future assessments, which can subsequently be incorporated as necessary into the comprehensive profiling analysis developed and refined over time.

In summary then, profiling cannot be easily applied in emergency situations because of the time and effort required to secure the prerequisite consensus and because of differing methodological implications for achieving 'basic' profiling objectives and a deeper analysis of needs (etc.) in such dynamic contexts. However, a version of profiling can be pursued through a two-tiered approach with carefully defined objectives and mixed data collection methodologies. This section has put forward some ideas along these lines and calls for the IASC to support on-going work in this area and lead the way forward.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Profiling in emergencies should focus primarily on building consensus around "good enough" and agreed-on IDP population estimates for decision makers.

- A *cooperative* process should be promoted in which organisations inform each other about time and place of collecting data, and share tools, methods and findings. The importance of an agreed upon data infrastructure will become clear as this cooperation will facilitate consensus when multiple or contested estimates arise.

- There is a need for a IASC endorsed protocol on how to reach consensus on the first profile, including displacement, used during the first days and weeks of an emergency.

- 'Good enough' information is likely to come from the triangulation of three methods:
  i. *Desk review* and compilation of all available sources of data (media, government, humanitarian agencies assessments, local organizations, monitoring systems), during the first days/weeks of the emergency
  ii. *Community mapping techniques* to identify the best data for the different locations and affected population groups
  iii. *Delphi* method where key actors will jointly analyse all available sources and decide, through a clearly outlined procedure, on an agreed baseline for the situation at hand

IS PROFILING ALWAYS ABOUT DURABLE SOLUTIONS?

TODAY PROFILING IS SEEN AS A HUMANITARIAN TOOL THAT —— ALLOWS DEFINING THE TYPE OF ASSISTANCE AND PROTECTION THAT IDPS, OR OTHER DISPLACED PEOPLE, NEED. —— BASED ON THIS DATA, EVENTUALLY A PROFILING EXERCISE COULD ASSIST IN DEFINING THE KIND OF DURABLE —— SOLUTIONS DISPLACED PEOPLE COULD BENEFIT FROM IN A SPECIFIC CONTEXT. IN THIS PART, WE CHALLENGE THIS —— LINEAR APPROACH BY HIGHLIGHTING THAT:

(I) DURABLE SOLUTIONS ANALYSIS CANNOT BE ACHIEVED —— THROUGH THE HUMANITARIAN DATA CONCERNS LISTED IN THE GUIDANCE. MORE FOCUS ON COPING MECHANISMS, —— CAPACITIES AND CONTEXTUAL ANALYSIS IS REQUIRED.
(II) IT IS IMPORTANT TO RECOGNIZE PROFILING AS A DEVELOPMENT —— AND PEACE BUILDING PROCESS, IN ADDITION TO BEING A "HUMANITARIAN TOOL".
(III) WHILST PROFILING IS A TOOL THAT CAN BENEFIT DURABLE —— SOLUTIONS, IT IS ALSO PERTINENT FOR OTHER USES SUCH AS ADVOCACY, PROGRAMME DESIGN, STRATEGY —— DEVELOPMENT AND POLICY-MAKING.

WE END BY RECOMMENDING STRONGER TIES TO BE ESTABLISHED —— BETWEEN PROFILING AND THE ABOVE MENTIONED IN THE REVISED GUIDANCE.

At present, profiling is largely perceived as a humanitarian exercise to count IDPs: profiling is primarily a humanitarian tool. The *Guidance* itself presents it as such with a focus on getting population numbers in inaccessible contexts and deferring to needs assessments for a more detailed understanding of the situation of displaced communities. To cover all bases, it also advocates for the collection of extra information – if possible – in addition to the core data that should always be present: demographic data disaggregated by sex, age and location. Other types of data that can be collected through profiling, include, according to the guidance:

- Causes of displacement;
- Patterns of displacement;
- Protection concerns;
- Key humanitarian needs; and
- Potential solutions.

It is also claimed in the definition of profiling itself, and one must presume largely through the analysis of the above list of topics, that profiling aims "to help bring about a solution to their displacement".

However, through a closer analysis of the *Guidance* itself, existing profiling practice and durable solutions policy/global initiatives, this section will argue:

- Profiling in the Guidance falls short of durable solutions
- Profiling is not only a humanitarian tool
- Profiling is not only about durable solutions

The chapter therefore claims that the pre-occupation of the current Guidance on durable solutions is in some ways Agreed-upon, but in others is both Overrated and Problematic.

FALLING SHORT OF DURABLE SOLUTIONS…

That any response to displacement – even in the first days of an emergency response – is aiming, ultimately, at supporting the achievement of durable solutions sounds good in theory, but in practice the situation is a bit different. To *exaggerate the point to make the point*: emergency assistance of food and shelter serves primarily to save the lives of people who will, when the situation becomes more stable, be looking for a more durable solution than what is possible under emergency conditions. Without the first, the latter would not be relevant, so there is a clear link between the two, but it does not follow that emergency response is directly serving the objective of achieving durable solutions.

To translate this to the context of profiling, data about the scale of the crisis, causes and patterns of displacement, protection concerns and key humanitarian needs are important for humanitarian response. Even potential solutions and the intentions of individuals and communities could be, even if this is likely to dramatically change with the fluidity and security of the situation. If we are seriously planning to support durable solutions, however, a whole range of other issues appear on the horizon, and these are not adequately covered by the existing profiling guidance.

What about coping mechanisms that families affected by displacement have developed to deal with the situation they find themselves in? What capacities do individuals have that can be supported and developed to improve their situation? What are the conditions and/or obstacles that are in place to hinder the achievement of durable solutions? How do IDP or refugee households compare to other groups in the country, area or city? All these questions, move beyond the existing list of profiling's thematic coverage as presented in the current guidance, but are vital to inform durable solutions support and response.

Looking at the *IASC Framework for Durable Solutions for IDPs*[31] or UNHCR policies on durable solutions for Refugees, a detailed list of criteria can be summarised to help advise practitioners planning a profiling exercise to inform durable solutions strategy and response.

NOT ONLY A HUMANITARIAN TOOL

Following on from the above, and laying the ground for further discussion about appropriate methodologies for profiling, it becomes clear that profiling is not merely a humanitarian tool. It is a tool, or an approach, that can be used by a range of actors working together and it undoubtedly has the strongest impact when these actors come from different camps: humanitarian, development and peacebuilding.

"Durable solutions to displacement" as current practice and global policy demonstrates, is not the domain of humanitarians alone. There is a role for Governments, development actors and – in post-conflict situations – peacebuilding actors, to play. This domain, often preoccupied by efforts to increase the effectiveness of collaboration between humanitarian and development actors, is ripe ground for profiling. Why? Because:

- profiling provides a tangible process through which different actors, with different approaches, can collaborate.
- by comparing different population groups, profiling provides a broader analysis to a previously "isolated" population of humanitarian concern only.
- objectives of a profiling exercise can be negotiated and formulated to suit the different interests of involved partners (as can the actual data and indicators included).
- ultimately, profiling can enable humanitarian, development and other partners to read from the same page and inform a fully joint response.

For profiling to be fully accepted as a tool not only for the humanitarians among us, the language of the profiling guidance should be revised to reflect this. Without reducing its place in the humanitarian field, the

[31] The Brookings Institution-University of Bern's Project on Internal Displacement, IASC Framework for Durable Solutions for Internally Displaced Persons, April 2010

potential impact of profiling to inform durable solutions increases when other actors can comfortably get on board and equally own the process.

NOT ONLY ABOUT DURABLE SOLUTIONS

Whilst profiling can be 'all about solutions', it can also have a range of other uses that should be determined by the most effective, expected use of results in the given context. This could be thematically narrower than durable solutions, for example a profiling exercise to compare the livelihoods situation of different displaced groups in a specific urban area. It could also be more targeted, for example profiling to inform the development of a planned national policy or key advocacy messages to feed into this initiative.

Each of these over-arching objectives provides a direction that arguably falls short of 'comprehensive' durable solutions analysis, even if they are somewhere on the road towards this ultimate objective. Broadly speaking they are:

- Advocacy and fundraising;
- Programme and response design; and
- Strategy development and policy-making.

Whilst they do not necessarily imply a completely different approach, each use of profiling raises different considerations when planning the profiling process in terms of scope, partnerships and methodological approach. For example:

- **Scope of exercise:** Most obviously, the scope of the exercise and therefore the design of its methodology would be different depending on the intended use of results. 'Programming profiling' is more likely to have a smaller geographic area to cover compared to a national strategic response or policy development process.
- **Partnerships:** When undertaken to inform programming profiling does not require the same level of collaboration as would an exercise that hopes to inform an upcoming national policy. The involvement of appropriate actors would be a key consideration to realise the intended use of data in both these cases.
- **Methodological considerations:** Whilst a range of factors needs to be thought through for methodology design (see later chapter), the ultimate use of data is a key one. Generally speaking, profiling for

advocacy and policy-making will require stronger emphasis on existing or secondary data compared to profiling for programming purposes. Similarly, 'programme profiling' will often imply a smaller unit of analysis than a policy exercise might.

In summary, profiling can be, but is not always, aimed directly at informing durable solutions. Although an admirable objective, the context may determine a different overall objective to guide a particular profiling process. When durable solutions is the overarching objective of an exercise, it should be clear from the get go that this is not only the business of humanitarians; the language and content of the Guidance should better reflect this reality to support the implementation of profiling on the ground.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Recognise that profiling can be undertaken for multiple purposes and might not necessarily need to be focused directly or only on durable solutions for IDPs.

- The ultimate use of a profiling process should be determined by the best expected use of results in a given context. This could be to broadly inform the development of a national policy or a durable solutions strategy, or it could be more focused to a particular thematic issue for programmatic purposes etc.

- When profiling does take aim at the ultimate goal (informing durable solutions), the guidance should provide better support to practitioners. It is not only about protection concerns, humanitarian needs and patterns of displacement. Decision-making processes of individuals/families, coping mechanisms, acquired capacities, and comparison between different groups etc. is as, if not more, important.

- Profiling is not only a humanitarian tool, but also useful for development and peacebuilding actors working in displacement settings. This should be reflected in the language of the Guidance.

SO, PROFILING IS NOT ONLY ABOUT IDPS, BUT ABOUT —— DISPLACEMENT SITUATIONS; IT IS NOT ONLY THE NUMBERS (WHICH ARE SOMETIMES VIRTUALLY IMPOSSIBLE TO OBTAIN) —— THAT MATTER; PROFILING IS NOT ONLY A HUMANITARIAN TOOL, COLLABORATION IS THE CENTRAL TENET OF PROFILING; —— AND THAT PROFILING IS MORE SUITED TO PROTRACTED SITUATIONS RATHER THAN SUDDEN ONSET CRISES... THESE —— POINTS HAVE ALL BEEN COVERED ABOVE - THOUGH WITHOUT TALKING IN DETAIL ABOUT METHODOLOGIES.

TWO KEY CHALLENGES ARISE WHEN TALKING ABOUT PROFILING —— METHODS. FIRST, WHEN WE TALK ABOUT METHODS, WE ARE OFTEN NOT REALLY TALKING ABOUT —— METHODS, INSTEAD WE GET CONFUSED IN BRANDING AND SYSTEMS. AND SECOND, THE VARIOUS GUIDANCE DOCUMENTS —— DEVELOPED TO HELP PRACTITIONERS IN THIS CONUNDRUM OFTEN RESULT IN UNSATISFACTORY DECISION-MAKING TREE —— DIAGRAMS AND LITTLE ELSE.

TO MOVE TOWARDS A MORE USEFUL GUIDANCE, THIS CHAPTER —— ARGUES THAT: 1) DECIDING UPON A METHODOLOGY SHOULD FOLLOW, AND ONLY FOLLOW, AGREEMENT UPON —— CLEAR PROFILING OBJECTIVES; 2) THE PRECISE METHODOLOGY TO BE USED SHOULD TAKE SOME KEY CONTEXTUAL FACTORS —— INTO CONSIDERATION; 3) PROFILING ALWAYS COMBINES DIFFERENT DATA COLLECTION METHODOLOGIES; AND 4) SOME —— METHODS ARE SIMPLY NOT SUITABLE FOR PROFILING.

When trying to understand something new, you need first to understand what it is, why it matters or exists, when it is appropriate or suitable, and how it can be developed, implemented or sustained. So far this paper has looked at the 'what', 'why' and 'when' questions about profiling, but only touched on the 'how'. This chapter directly addresses the latter, namely the question of profiling methodologies. To do this we build upon the analysis and recommendations of the preceding sections.

THE CHALLENGE

The question of which methodology (or methodologies) to use for profiling displacement situations has been debated in many instances by many senior technical people. Overall, the discussion basically rotates around a series of technical questions:

- What methods can be used for profiling?
- Which methods are trustworthy?
- Which methods are relevant in different contexts?
- Which methods of profiling are not really profiling?

But this discussion, valid as it may be, often gets bogged down in established systems' 'names' and approaches or 'brands' promoted or owned by specific actors. Whether it is UNHCR's *Registration* or *Population Movement Tracking*, IOM's *Displacement Tracking Matrix*, JIPS' *Profiling*, or OCHA's *Multi-Indicator Rapid Assessment* we are too often talking in jargon when we should be talking more directly about methodology options, benefits and limitations.

This situation is further complicated by a whole series of handbooks, guidance and tools, including the existing IDP profiling Guidance, which often claim a long list of options for suitable data collection methods under their umbrella. The Guidance includes, for example, everything from registration to satellite imagery as valid profiling methods. These 'broadening' and 'ownership' issues, may be the reason to why so many operations request support from their headquarters to implement a "registration and profiling movement tracking and referral system" or some other similar fantastical beast.

To help in this quagmire, many of the aforementioned handbooks present a decision-making tree to help readers select a data collection method by following a series of "simple" yes/no questions. This approach, whilst well meaning, is Overrated and makes some fundamental assumptions that distort the picture and risks being of no use in a real life displacement situation. Firstly, most of the questions posed cannot be answered simply by answering yes or no. Most are answers of degrees or extent. Second, a decision-making tree assumes that it is correct to land on a single final answer. However, in the context of profiling, one data collection method is almost never sufficient. Thirdly, and arguably most importantly, the decision-making tree assumes it is de-linked from the decision and identified objectives of the profiling exercise itself. This is confusing at best, dangerous at worst.

This chapter will suggest a different approach to determining appropriate data collection methods for a profiling process. Essentially, we argue that the methodology for a profiling exercise is a secondary technical issue – it is not the first question that should be asked. The 'methods question', instead, follows as a result of three other key decisions/

considerations:

1) The objectives of a profiling exercise
2) The characteristics required for the profiling exercise
3) The context in which the profiling exercise is taking place

THE SOLUTION

First, we need to break things down a bit.

It should be straightforward. Before spending money intended for humanitarian use on a data collection process, we should be able to identify the objectives and how we think it will positively impact the situation at hand. It could be to better understand the food security situation of people living in a certain area to respond more effectively; it could be to estimate the size of the affected population to inform fundraising activities, or it could be to refer specific needs cases to the appropriate responding actors. Whatever the objective is, it needs to be clear.

Some objectives infer profiling, other objectives infer something altogether different. For example:

SYSTEM?

PURPOSE?

REGISTRATION

REGISTRATION COLLECTS DATA ABOUT EITHER HOUSEHOLDS OR INDIVIDUAL MEMBERS OF THE POPULATION IN QUESTION. IT IS A CASE MANAGEMENT SYSTEM USED IN SITUATIONS WHERE INDIVIDUAL CASES NEED TO BE MANAGED OVER TIME AND (OFTEN BUT NOT ALWAYS) WHERE STATUS DETERMINATION IS A LEGAL MATTER.

MOVEMENT MONITORING

MOVEMENT MONITORING SYSTEMS EMPHASISE THE TRACKING AND ANALYSIS OF POPULATION MOVEMENTS. INSTEAD OF 'SNAP-SHOT' METHODS, THEREFORE, THEY ENTAIL CONTINUOUS OR REGULARLY REPEATED DATA COLLECTION AND PROCESSING ACTIVITIES. FOR THIS REASON THEY ARE OFTEN DIFFICULT TO SUSTAIN AND KEEP UP TO DATE.

NEEDS ASSESSMENT

NEEDS ASSESSMENT CAN TAKE MANY FORMS. IT IS PURSUED WHEN YOU NEED TO BETTER UNDERSTAND THE NEEDS OR PRIORITY NEEDS OF A SPECIFIC POPULATION. IT CAN BE SECTOR SPECIFIC (A SHELTER NEEDS ASSESSMENT) OR MULTI-SECTORAL (MIRA).

RAPID POPULATION ESTIMATION

IF YOU NEED TO RAPIDLY ESTIMATE THE SIZE OF A POPULATION THEN RAPID POPULATION ESTIMATION METHODS CAN BE FOLLOWED USING A MIXTURE OF SECONDARY DATA AND SATELLITE IMAGERY, OFTEN IN CONTEXTS WHERE DATA IS NEEDED QUICKLY AND/OR THERE IS LITTLE ON THE GROUND ACCESS.

CENSUS

CENSUSES CAN BE CONDUCTED AT THE NATIONAL LEVEL OR OVER A SMALLER GEOGRAPHIC AREA. ESSENTIALLY 'CENSUS' REFERS TO DATA COLLECTION PROCESSES THAT VISIT EVERY HOUSEHOLD OR UNIT IN THE SPECIFIED AREA. IF YOU NEED COMPREHENSIVE DATA ON ALL HOUSEHOLDS IN A GIVEN GEOGRAPHIC AREA FOR INFORMING DISTRIBUTION PROGRAMMES OR COUNTING POPULATION NUMBERS, THEN 'CENSUS-STYLE' ASSESSMENTS COULD BE INTRODUCED.

■ ■ ■

But for profiling…

Putting consensus-building and common analysis aside for a moment (as these are a standard consideration in all profiling exercises), profiling in displacement situations will usually aim at one or more of the three following objectives:

1) <mark>Discovering</mark> what the situation is, in order to design a programme, a specific or strategic response or develop advocacy messages.
2) <mark>Documenting</mark> what we know so it serves as a solid ground for programming and advocacy.
3) <mark>Sharpening</mark> what we know to identify nuances or deepening our understanding of a situation or a specific issue.

These general objectives obviously need to be refined for a particular context/exercise, but only when the question of objectives – and in many cases the prioritization of objectives – can be answered, is it appropriate to go to the next step to consider other characteristics of the context in which the profiling will be implemented. Clarity on the objective is, after all, the main component in the success of a profiling process.

The key contextual characteristics to consider are the:

1) Degree of <mark>consensus</mark> required
2) Desired <mark>lifespan of data</mark>
3) Availability and quality of <mark>existing data</mark>

When combining these factors – the overall objectives and the context in which the profiling will take place – the methodology for the process can be outlined. The diagram below and the following narrative sets out core combinations of profiling methods.

SCARCE DATA

MOVEMENT TRACKING
+
ASSISTANCE SYSTEMS
+
DELPHI

SURVEY
+
KEY INFORMANT
+
FOCUS GROUP DISCUSSION

SHARPENING
UNDERSTANDING

DOCUMENTING
KNOWLEDGE

CONSENSUS
BUILDING

CONTINUOUS
SYSTEM

SNAPSHOT
ANALYSIS

DISCOVERING
THE SITUATION

DESK REVIEW
+
MOVEMENT TRACKING
+
DELPHI

DESK REVIEW
+
BIG DATA
+
MAPPING
+
DELPHI

AVAILABLE DATA
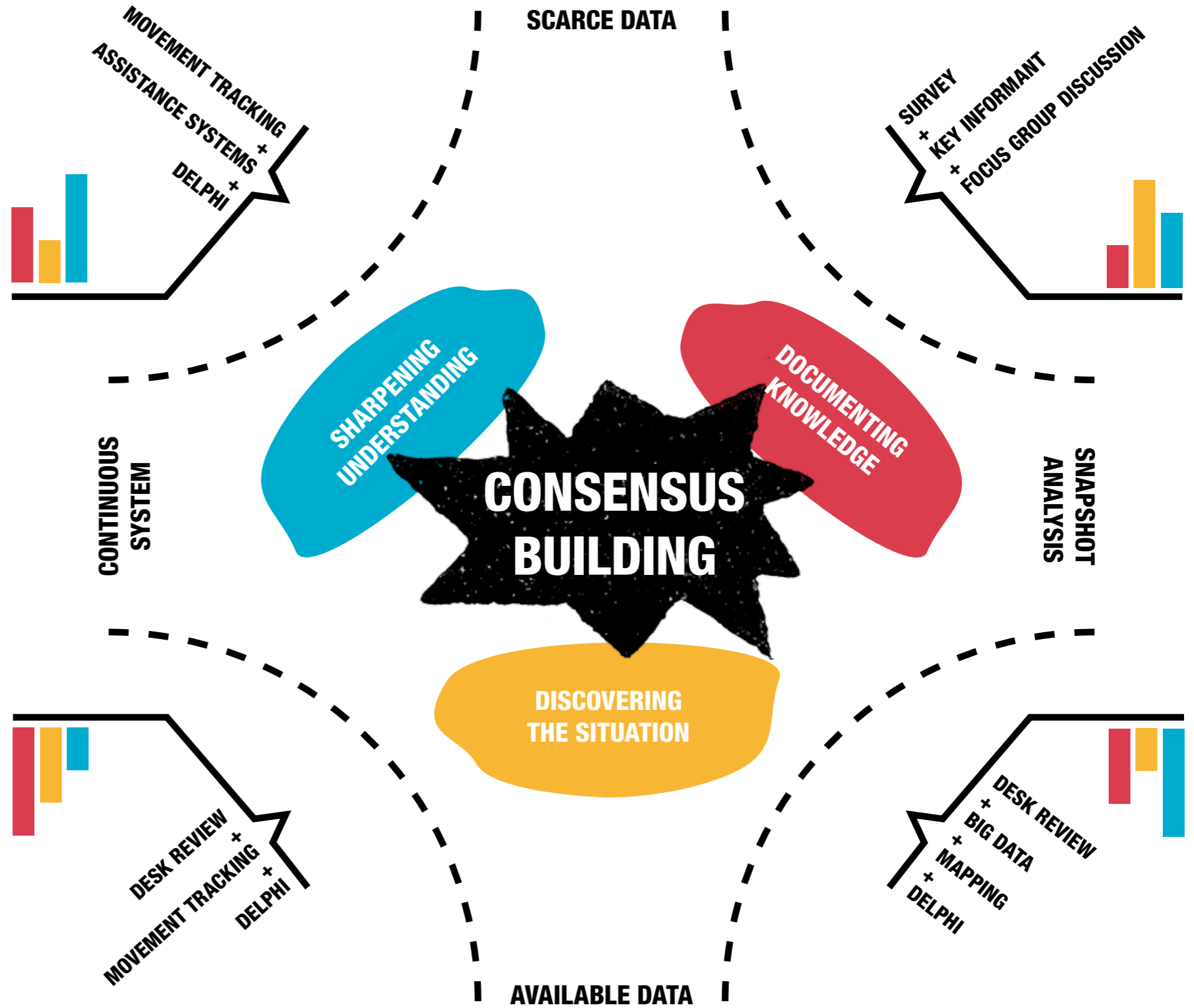
= OBJECTIVES

ABC   = OPERATIONAL
CONTEXT

= METHODS

Basically, experience demonstrates that there are three simple elements that always dominate decision making of how to conduct profiling in any given context:

- You will always end up with a mixed methods approach, combining to some degree qualitative and quantitative elements

- There are three basic categories of objectives that all specific objectives fall into: discovering, documenting and sharpening

- Two prominent contextual elements influence methodology design: availability of existing data and the desired lifespan of the profiling results

So our suggested decision process goes as follows:

In situations where the main objective is to discover the situation and understand the dynamics of displacement, population estimates, etc. you often have some good pre-crisis available data; find it and analyse it as a starting point. Then you have two realistic options that depend on whether you are aiming at a snapshot understanding or an on-going flow of information. In the first case, you will need to do "desk review, big data analysis, mapping and Delphi" in the second you will need a combination of "desk review, population movement tracking, Delphi". In situations where the desk review method yields limited results due to challenges in accessing the relevant data, the other methods included in each combination will have to suffice.

In situations where the objective is to sharpen the understanding of the situation, you will often need a more continuous flow of information and hence you rely on "Desk Review, Population Movement Tracking and Assistance Systems" or registration systems if available. However, in cases where sharpening is required for specific aspects of the humanitarian operation, or where the data is close to zero overall, a targeted "Desk Review, Key Informant, Survey and Focus Group Discussion" approach could provide an appropriate forward.

In situations where you are trying to document the evidence in a structured way, the most reasonable approach would again be "Desk Review, Key Informant, Survey and Focus Group Discussion" unless you have well-established registration systems or various reliable partial surveys completed and accessible whereby "Assistance Systems and Desk Review" would suffice. When the situation is fluid, the best choice would be "Desk Review, Population Movement Tracking and Assistance Systems", and in case this is not feasible, the classic would be to do a proper secondary data analysis with "Desk Review, Big Data Analysis, Mapping and Delphi".

The bottom line is that you cannot think about profiling methodologies through a simplified decision-making tree. Instead, it is more useful to think about methodology packages, each of which are tied intrinsically to the logic of the objectives and have associated strengths and limitations. The challenge is to decide – and agree on! – what is of most importance for the operation to improve its displacement response at a particular point in time and what you are willing to give up on or compromise.

BASED ON THIS ANALYSIS WE RECOMMEND THE FOLLOWING CHANGES TO THE GUIDANCE:

- Any discussion of methodology should be preceded by clear and agreed upon objectives

- The objectives of profiling should be more clearly outlined in the Guidance

- Profiling always combines more than one data collection method, so more emphasis in the Guidance on combining methods is needed

- Some methods should not be directly considered as profiling methodologies – registration, census, rapid population estimations – but can contribute to a profiling analysis

- The decision-making tree is not the most helpful tool for determining the methods to use; the new guidance should take a different approach

- 'New' methods should be included in the Guidance – analysis of big data, community/population group mapping, Delphi

OUR PROGRESS SO FAR?

By this point we hope to have provoked some new thinking around the question of profiling. For further discussions, we would be very happy to pick up the phone. Or you can buy us a coffee. But to summarise Part Three, a few closing sentences will suffice.

We have argued that the primary purpose of profiling (consensus) and the mechanism to achieve it (collaboration) are placed front and central in the new Guidance. We have also tried to initiate the discussion on a few contentious points about the use of profiling

in emergencies, the relationship between profiling and durable solutions and suggested a new way of thinking about methodologies and how to choose the best mix of various options. This attempt to tackle some of the more difficult questions, we hope will trigger some more dramatic changes – rather than the mere clarifications and corrections of Part One and Two – in the new profiling Guidance.

THERE ARE SEVERAL WAYS OF LOOKING AT THE IMPORTANCE OF DATA IN THE HUMANITARIAN CONTEXT. THREE ARE THE MOST PROMINENT.

The first has a programmatic focus. Data should only be collected for a specific programmatic use, little consultation is required and there is limited need for the collaborative or strategic type of data: why do we need to count IDPs if we can only provide protection to 20%. Let us spend time instead on understanding the needs of those we can reach and do our best in supporting them.

The second is of a more cooperative nature with a wider scope. Data is collected by an operational organisation through its network. The process has some consultative windows such as when developing the questionnaire or clearing the final report. The supporters of this approach believe that operational organisations should collect the data to use it. Consultation is important but should not be at the expense of efficiency. In the end the results are shared and everyone can make use of data.

Our viewpoint, reiterated in every chapter of this publication, is that information is only one of the results of a data process. Using a data process to make a *rapprochement* about the way the displacement situation is analysed and ultimately addressed is the key achievement of a profiling process. This does not happen by consulting occasionally and half-heartedly during the process; it happens by threading collaboration through every step of the process in order to make it the default behaviour for effective response planning and implementation.

We hope that some elements of this work will be taken into account when the revised version of the profiling guidance is written; a matter that is becoming increasingly urgent in order to capitalise on the experience of almost a decade of IDP data work.

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THREE JIPS COORDINATORS

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HOW WE DEVELOPED WHAT YOU HAVE SEEN

draft_text.docx → **first_proposal.pdf**
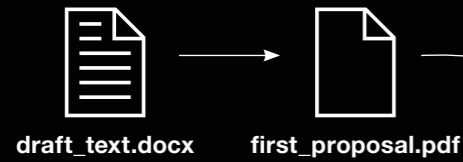
Julie Schneider is a designer living and working in Geneva, who's interested in graphic design as a tool to interrogate and share knowledge.

www.julieschneider.ch

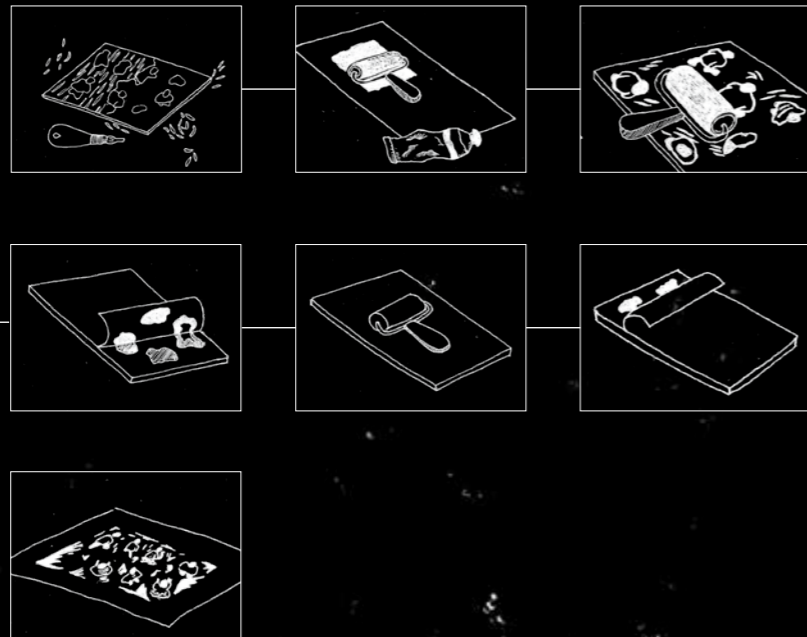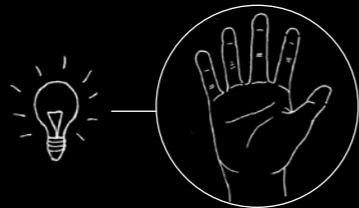*It's too clean! Can you make it messier?*

We need spilling of paint... the paint is the data!

...graphic elements running across pages...

GRAPHICAL INTENTIONS

Profiling — data — story — people

HOW TO SHOW THAT WE ARE TALKING ABOUT PEOPLE?
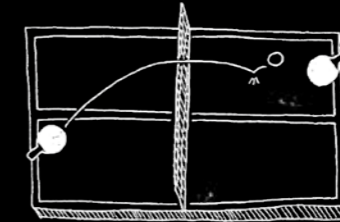

TRANSFORMATION*
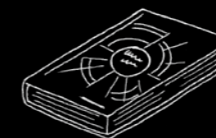## FROM CONCEPT TO VISUAL

authors   designer
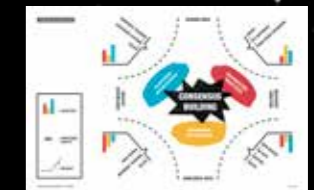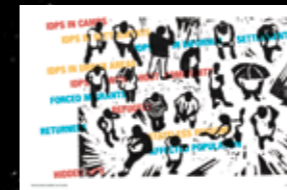
OUR VISUAL REFERENCES

Studio Skurktur, *CMYK*, 2009. Spray paint, stencil, mixed media.

David McCandless, *Knowledge is Beautiful*, HarperCollins, 2014.

* The word *transformation* refers to one of the pioneers of information design, Otto Neurath (1882-1945) who used the term *transformer* to name the visual editor in charge of turning data into visuals. As he said:
"*Words make division, pictures make connection*".
Marie Neurath et Robin Kinross, *The transformer, principles of making Isotype charts*, Londres, éd. Hyphen Press, 2009.