Overcoming Blind Spots:
Making Data Work for Children on the Move

Jennifer Turner, Bryan Burgess

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SECTION 1
Introduction

Fifty million children are on the move today (UNICEF, 2016). This estimate includes children who have migrated across borders or within their country of birth, either voluntarily or due to conflict and violence. However, this number paints an incomplete picture. We still know very little about who these children are, where they come from, or where they live now. Many countries lack reliable statistics for even the number of child refugees or internally displaced children and their ages.

We may not have a complete picture of who these children are, but we do know that many of their needs are not being met. The Convention on the Rights of the Child promises every child the same protection and rights, regardless of migration status. However, most governments are not living up to these commitments for children on the move (COTM). Refugee children are five times as likely as other children to be out of school (ibid). Migrant and displaced children, particularly those traveling alone, are at greater risk of trafficking and forced labor. In some places, unaccompanied children are placed in detention or lack appropriate guardians.

Key statistics
Who are children on the move?

Migrants

33 million child migrants (UNICEF, 2019)

12% of all migrants are under 18 years old. (UNICEF, 2019)

Refugees and asylum seekers

14 million child refugees and asylum seekers (UNHCR, 2018)

50% of refugees are children. (UNICEF, 2018)

Internally displaced people (IDPs)

17 million child IDPs (IDMC, 2018)

41% of IDPs are under 18 years old. (IDMC, 2018)
The number of migrants and displaced people continues to grow, including children. Governments and organizations working to support COTM need reliable, up-to-date information to ensure these children’s rights are protected and that they receive the resources and services they deserve. However, they are too often working in the dark, relying on outdated assumptions and incomplete information.

To ensure decision makers have the information they need, there is a growing consensus at the international level on the need to improve data on COTM. The Global Compacts for Migration and Refugees put better data at the center of conversation, with signatories committing to collect and use data to inform policies. The Sustainable Development Goals similarly highlight the need for better data to ensure that no one is left behind, including migrants and displaced people. Although children are included in these efforts, additional initiatives have targeted them specifically, both through a joint call to action for better data for COTM (UNICEF, 2018a) and the recent launch of the International Data Alliance for COTM.

Despite these efforts, too much of the current conversation surrounding data for COTM centers on improving data production. While this conversation is undoubtedly important, it frequently disguises a disconnect between data producers and the people who are using data to directly inform programming and policy. Even if efforts to increase the amount and quality of data for COTM are successful, without a stronger focus on the demand side—i.e., who is using the data and how—these efforts will not translate into better outcomes for vulnerable children.

In this brief, we attempt to bridge the gap in understanding between data production and use for COTM, highlighting key limitations in the current data landscape, as well as challenges decision makers face in using data for these populations. We highlight several recent initiatives that seek to improve data production and data uptake. We also propose several recommendations that aim to improve data production and help decision makers more easily use data in a way that will improve outcomes for COTM.

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1 UNICEF, UNHCR, IOM, Eurostat, and the OECD issued A call to action – Protecting children on the move starts with better data in 2018 to bring greater attention to data gaps for COTM.
Methodology

Between 2018 and 2019, AidData conducted a desk review of relevant literature, as well as key informant interviews in three countries and with representatives from the headquarters of international organizations that work with COTM. The goal of this research was to better understand the role data plays in decision making for COTM at both the country and international level. In designing the study, we wanted to investigate:

- The role data currently plays in the design, execution, evaluation and resourcing of policies and activities relating to COTM;
- What sources of data decision makers rely on most and key data limitations and gaps;
- What barriers discourage decision makers from greater use of data; and
- How data are shared and what is needed to incentivize greater collaboration on data.

The research team chose Nigeria, Colombia, and Jordan as the focus countries for this study on the basis of several criteria. We wanted to include countries from three different regions that are host to different populations of COTM, including child refugees, internally displaced people (IDPs), migrants, and victims of trafficking. We also considered the underlying data landscape of the countries in order to understand how data use varies across different enabling environments.

In identifying key informants for this research, we conducted desk research to identify institutions, positions, and contacts relevant to our research questions, both at the global level and in the three case study countries. We also used snowball sampling to identify additional interviewees.

In total, we interviewed individuals from 74 organizations whose work involves research, policy, or project implementation involving COTM, including government ministries, intergovernmental organizations, funding partners, academics, and international and local non-governmental organizations (NGOs).

In late 2019, AidData also convened a working group with representatives from international organizations to present findings and recommendations from this study and ensure that recommendations made in this report align with the needs of organizations working on issues related to COTM.

### BOX 1: Who are children on the move?

“Children on the move” (COTM) is an umbrella term, focused on the broad community of children moving within and between countries for a variety of reasons. The Inter-Agency Group on Children on the Move adopted the following definition:

> Those children moving for a variety of reasons, voluntarily or involuntarily, within or between countries, with or without their parents or other primary caregivers, and whose movement, while it may open up opportunities, might also place them at risk (or at an increased risk) of economic or sexual exploitation, abuse, neglect and violence (Inter-Agency Group on Children on the Move, 2013).

However, no authoritative definition exists on which specific groups of children should be counted as COTM. For the purposes of this study, we restricted our analysis to the following groups:

- Migrant children, both accompanied and unaccompanied
- Child refugees and asylum seekers
- Children internally displaced by conflict or violence
- Victims of child trafficking and child labor
Case study countries

**Colombia**

- **3,000** Refugees and asylum seekers
- **5.8 million** IDPs
- **1.1 million** Migrants in Colombia

Colombia is home to large numbers of both IDPs and refugees. The longstanding conflict between government and paramilitary groups has left millions of people displaced. More recently, Colombia has become a major destination for Venezuelan refugees and migrants, hosting 1.3 million as of 2019, more than any other country (UNHCR, 2019).

**Jordan**

- **720,000** Refugees and asylum seekers
- **0** IDPs
- **3.3 million** Migrants in Jordan

Long a host to refugees fleeing conflict, Jordan is now home to the second highest number of refugees relative to its population. This number is led by Syrians who fled the ongoing civil war, but also includes significant populations of refugees from Iraq, Yemen, and Sudan. This population is also very young, with half of Syrian refugees in Jordan under age 18 (UNHCR, 2020).

**Nigeria**

- **35,000** Refugees and asylum seekers
- **2.2 million** IDPs
- **1.3 million** Migrants in Nigeria

Nigeria is a hub for people on the move, and children in particular. It is both a source and destination for large numbers of child migrants and records high rates of child trafficking and labor. Due to the ongoing conflict with Boko Haram, Nigeria has the largest population of IDPs in West Africa and at the same time hosts over 50,000 refugees from neighboring countries (UNHCR, 2020).

Supply gaps: In what ways are data on children on the move not fit for purpose?

Organizations that focus on children on the move—such as the United Nations Children’s Fund (UNICEF), the United Nations Refugee Agency (UNHCR), and the International Organization for Migration (IOM)—increasingly acknowledge data as vital for improving policy and programs targeted at these children. Several global initiatives have drawn attention to significant gaps in the coverage, timeliness, and granularity of the data that exists on migrants and forcibly displaced people. Similar sentiments were raised at the country level in Colombia, Jordan, and Nigeria, where interviewees overwhelmingly believed that existing sources of data are insufficient to inform critical decisions—from developing policies and targeting resources to monitoring implementation and assessing impact.

Data that does exist is often incomplete, out of date, and missing relevant detail. Of course, these issues are not unique to data for children on the move; rather, they are a chronic challenge in a variety of domains. That said, the data gaps we identify below can be harder to address for COTM due to their mobility, presence in conflict settings, and frequent desire to stay off the radar of authorities. Moreover, as children, these challenges are exacerbated by privacy concerns and limitations on data collection.

Key data gaps affecting policy and programming decisions targeted at children on the move

Basic data is often unavailable.

Basic population statistics on children on the move are incomplete, and even more so for groups like internally displaced children and child trafficking victims. The reliability of existing numbers varies greatly by country and the particular COTM subpopulation in question. We have even less data on population flows—where children are coming from and where they are going. Beyond our inability to accurately count the number of children currently on the move, we also lack information on their well-being and access to services.

Why do these data gaps exist? In some cases, the data is simply not collected. In other cases, decision makers cannot readily identify COTM within existing sources of data. Alternatively, these vulnerable populations are sometimes left out of data collection altogether. For example, censuses and surveys frequently do not capture people in insecure or mobile living situations. Even if they are included, these vulnerable populations may not be readily identifiable or included in numbers sufficient to produce representative statistics (EGRIS, 2018).

Migrant and displaced children tend to be even more invisible than adults. Many organizations do not allow children to be interviewed as part of the data collection process, particularly those under the age of 14 (see Box 2), and children are often present in data only as part of a household. Other data sources do not provide any information on age, making it impossible to understand the extent of child migration or displacement. For example, age-disaggregated data is only available for 14 percent of countries with people internally displaced due to conflict (IDMC, 2019).

Data on children on the move lacks sufficient disaggregation by demography and geography.

Data that is available often lacks vital demographic details like age, sex, education level, and country of origin. Without this information, decision makers are hard pressed to target and design interventions to address the needs and vulnerabilities of specific groups of COTM.

Data on COTM is also limited in terms of geographic coverage, both within and across countries. Funding and resource constraints, as well as limited access to conflict zones or disaster hotspots, hamper the collection of data from many of the locations where COTM live. Moreover, many sources of data only include national-level aggregates and do not provide location-specific information, despite significant variations in both numbers of COTM and their experiences at the subnational level.

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2 One such example is, “A call to action – Protecting children on the move starts with better data”. See also Objective 1 of the Global Compact for Migration and the Expert Group on Refugee and Internally Displaced Persons Statistics (EGRIS).
Available data on children on the move is frequently out of date.

In quickly evolving situations of displacement, timely data is key. However, the lag between data collection and publication for surveys and censuses limits the usability of these data for time-sensitive programming decisions. Moreover, these types of data may not be collected on a regular basis. For example, despite the high rate of child labor in Nigeria, officials we interviewed claimed that no reliable data had been collected at the national level since 2003.

Even organizations’ own data collection processes are not always designed to provide information that is timely enough to impact programming. One development partner we interviewed in Nigeria receives data directly from implementing organizations through an online reporting system, but the delayed reporting schedule means that updated numbers are rarely available when they need them.

Differing definitions, data collection methodologies, and indicators make producing comparable data difficult.

Different government agencies and organizations that work with COTM use inconsistent definitions and methodologies to collect data. As a result, it can be difficult to aggregate or compare different data sources.

Data on children on the move lack consistent definitions.

No universal definitions exist for many topics related to COTM, or even how to define a child. Although the Convention on the Rights of the Child defines children as under the age of 18, data producers use varied age categories that don’t always allow for people under 18 to be identified. The United Nations Department of Economic and Social Affairs (UN DESA) migration statistics count any migrant 19 and below as a young migrant, and other organizations frequently group adolescents and young adults together, making it impossible to accurately quantify the number of children (IOM GMDAC, 2020). Age groupings are inconsistent and don’t always align with the needs of organizations.

Definitions also vary for refugees, IDPs, migrants, unaccompanied children and other key groups of COTM. The legal definition for a refugee varies and is not interpreted the same by all countries or organizations that collect data. Since UNHCR relies on many host governments to report refugee numbers based on the government’s own definition, the resulting country-level numbers do not always measure the same thing (Sarzin, 2017). Definitions for other groups are even less consistent. There is no globally accepted legal definition for an IDP or when displacement ends, and data collected on IDPs reflects the collecting organizations’ own interpretation of what an IDP is (ibid). Similarly, the definition of an unaccompanied child varies greatly across countries, leading to challenges in compiling comparable data (Humphris & Sigona, 2016).

Data collection methodologies and reporting frameworks are inconsistent.

Beyond just inconsistent definitions, data producers collect data using a variety of methodologies, indicators, disaggregation categories, and reporting templates which result in fragmented data that cannot easily be aggregated.
or compared to other sources. Even within a single sub-sector of relevance to COTM, such as gender-based violence, definitions and indicators are often not harmonized.

What contributes to data gaps for children on the move?

Many root causes feed into the data production challenges detailed above. Limited funding means that data collection can only be carried out in certain locations or on certain topics. Moreover, funding partners have particular power to drive data collection in areas that are of interest to them but that may be out of alignment with local priorities. This mismatch is particularly visible in Nigeria and Jordan, two of our case study countries. Nigerian officials explained that they are responsible for responding to internal displacement throughout the country, but most funding for data collection is restricted to the Northeastern states most affected by Boko Haram. Similarly, Jordanian officials and non-government actors alike expressed concerns about how donors’ interest in Syrian refugees limits their ability to collect data on other populations of COTM. As a result, data-driven targeting of services for these vulnerable populations is difficult to carry out.

Some of the gaps in data for COTM also reflect a lack of coordination and alignment by data producers. Overlapping mandates and responsibilities mean that many actors may be responsible for data collection on a given topic in a single area. Moreover, competition for funding among data collectors makes them less likely to coordinate efforts for data collection or harmonize data collection processes.

**BOX 3**

**Focus on child trafficking and child labor**

The risk of child labor and trafficking is higher among children on the move, but data remains limited. Data is not always collected frequently, and sensitivities surrounding trafficking and the worst types of child labor make this data more difficult to share or disaggregate at fine levels.

Moreover, most statistics on trafficking and the worst forms of child labor, like sexual exploitation and forced labor, are based on detected victims, meaning that trends may represent differences in detection capacity rather than changes in the underlying prevalence of these activities. Some forms of trafficking, like trafficking for sexual exploitation, are also more likely to be detected than others, potentially skewing the demographics of reported victims. The availability of data on child labor also varies across countries, with both high-conflict countries and high-income countries less likely to collect this data (UNODC, 2018).

Despite these limitations, statistics on human trafficking and child labor are based on common, internationally-accepted definitions and are therefore more consistent across countries and organizations than some other statistics on COTM (Van Dijk et al., 2018; ILO, 2017). Investing in increased collection of data on these topics and expanding initiatives to estimate hidden victims of trafficking and the worst forms of child labor would help improve decision makers’ understanding of the scope of trafficking and child labor among COTM.
SECTION 3

Demand challenges: Why aren’t decision makers using data more in programs for children on the move?

As we have described, critical supply side gaps hinder decision makers from using data to inform their policies and programming for COTM. That said, there have been substantial improvements in data availability in recent years, fueled by initiatives to incorporate displaced people into surveys, technological advances in data collection, and the growth of data platforms and information systems to facilitate information sharing. Nonetheless, decision makers still appear to be underutilizing even the data that does exist.

Why don’t decision makers use data more to inform programming and policy for children on the move?

Decision makers don’t trust much of the data that is available.

Prospective users believe many sources of data on COTM are inaccurate. In some cases, poor data collection processes or limited capacity lead to the production of inaccurate data. In other cases, data producers and program beneficiaries may have incentives to report inaccurate information. These issues are compounded by a lack of transparency among many data producers surrounding collection processes and methodologies.

Poor data collection practices and insufficient technical capacity result in inaccurate data.

Implementing organizations often have little knowledge on how to carry out technical aspects of data collection, such as developing a sampling frame for surveys. In Nigeria, multiple interviewees complained that data accuracy varied greatly among states due to differing capacities at the local level, and cited capacity for data collection as a particular challenge in conflict areas, where many people with data skills have left.

Complicated processes and logistical and legal hurdles can also negatively impact the accuracy of data, particularly data derived from administrative processes. In Jordan, a lack of clear registration guidelines and onerous documentation requirements for non-Syrian refugees meant that registration statistics did not accurately represent the entire population of refugees.

Moreover, data collection and data entry is often carried out on top of heavy existing workloads, by people who may not be data specialists. In Colombia, insufficient personnel and out-of-date data entry processes led to frequent backlogs in adding new registrations to the official registry of internally displaced people (Registro Único de Víctimas - RUV). As a result, when the government announced a major drop in the number of new IDPs in 2015, interviewees claimed this change was entirely due to delays in processing registrations, rather than any real improvement in the underlying situation for IDPs in Colombia.

Data is sometimes intentionally falsified by governments and implementing organizations.

Interviewees across all three countries believed that certain data in their countries was manipulated for reasons related to either politics or funding. Government officials may be motivated to downplay the number of incoming migrants or refugees or they may not fully report on IDP numbers in order to mitigate risks of public disapproval.

In other cases, governments or implementing partners may inflate numbers in order to draw attention or crowd in funding. In Jordan, some interviewees believed that the government opposed efforts to improve the reliability of refugee statistics because more accurate statistics could put a ceiling on incoming funds. In Nigeria, officials reported that implementing partners sometimes inflated numbers because they knew the government lacked funding to carry out required verification procedures on a regular basis.

Children themselves may inadvertently exacerbate data inaccuracies.

Many COTM avoid registration and other forms of data collection in order to stay off the radar of authorities. Others may have incentives to provide inaccurate information. For example, some children may claim to be over 18 to avoid being taken into custody or to receive benefits as head of household. Others may provide incorrect ages or country of origin in order to gain protected status.
Limited transparency on data collection processes fuels distrust.

Decision makers are often uncertain about which data to use, as myriad organizations may promote different statistics without transparent methodologies or third-party validation. Interviewees in Nigeria, for example, pointed to the fact that IDP numbers fluctuate depending upon the data producer, which creates confusion about which information source to trust.

Heavy reliance upon estimations to produce data further compounds the problem of opaque methodologies. These issues lead to distrust among potential data users, especially when such data conflict with users’ preexisting assumptions or with other sources of data.

Amidst fast-moving crisis situations, data is not always seen as a priority.

One large development partner in Nigeria expressed that while the organization recognized that improved data could make a difference in programming, there was a trade-off between investing in improved data collection processes and providing essential services. Given the existing shortage of humanitarian workers and limited funding, they felt that it was not worth investing the resources needed to produce better data.

Organizations at all levels also reported insufficient internal capacity, both in terms of time and skill, to use and analyze data, instead relying primarily upon external analyses.

Numerous interviewees described their organizations as lacking a “data mentality,” due to a reliance on outdated procedures, paper-based records, and the use of personal relationships rather than data in making decisions. Some respondents felt that people working in the child protection sphere were less likely to prioritize using data in their decisions than those working in sectors such as water and sanitation or food security, which have clearer methodologies and examples of data-driven decision making.

People who need data on children on the move cannot easily access it.

Fragmented data platforms inhibit data access.

Governments and organizations tend to maintain their own data platforms with little attention to issues of interoperability. For example, multiple organizations or agencies may be tracking the same people but without using common IDs or classifications. Moreover, many organizations restrict access to their data by external users or require individuals to navigate cumbersome procedures to share information.

Organizations limit data access to protect privacy.

Implementing organizations frequently collect data on COTM which includes sensitive personal information. It is understandable, therefore, that these organizations often put in place strict data protection measures to ensure the rights of COTM are protected. That said, this inadvertently creates a barrier to information sharing between groups serving the same vulnerable populations. Group data tends to be less restricted but may only be available at a less disaggregated level than that at which it was collected, particularly in displacement and conflict situations where detailed data could potentially put people at risk (One Campaign, 2017).

Competition and territoriality inhibits collaboration and data sharing.

Interviewees in all three case study countries cited interagency rivalry as one of the most important factors preventing greater data sharing. Organizations are hesitant to share information because they feel that their data provides them with a competitive advantage and an effective way to crowd in funding. While less frequently mentioned, some organizations’ hesitation to share data also stems from a lack of confidence in the robustness of their own methods and a fear of scrutiny from competitors. A “culture of information secrecy,” as described by one interviewee in Jordan, leads organizations to restrict the release of raw data or detailed descriptions of data collection methods, in favor of more sanitized data and reports.
Despite the major shortfalls in supply and demand outlined in this policy brief, there is some reason for optimism as international organizations increasingly recognize the need for improved data on COTM data. In this concluding section, we outline five actionable recommendations funders, governments, and implementing organizations should take to realize this goal in practice.

1. Increase the supply of data on children on the move through greater collection and methodological innovation.

National statistics offices and international partners should invest in more data collection that is inclusive of COTM, conducting surveys specific to migration and displacement, as well as incorporating questions on COTM in broader data collection efforts. For example, IOM has worked with UNICEF to better incorporate children into its Displacement Tracking Matrix (DTM), through which they’ve published data in over 70 countries on topics such as the number of displaced people in specific locations, their movement patterns, education, and child protection. IOM surveys of displaced children in Europe also provide data based on migrant and displaced children’s direct experiences to create differentiated vulnerability profiles based on registration status, country of origin, and level of education (UNICEF & IOM, 2017).

In cases where current data collection practices do not provide sufficient information on COTM, data producers should test new methods for data collection. For example, cellphone data has been used successfully to track population movements following natural disasters in Haiti, Nepal, and New Zealand (Bengtsson et al., 2011; Wilson et al., 2016; Statistics New Zealand, 2012). Meanwhile, in Turkey, the World Food Programme combined geospatial and respondent-driven sampling methods to survey hidden populations of refugees (Bozdag & Twose, 2019).

Similarly, UNICEF has worked with the Centers for Disease Control and Prevention (CDC) using satellite data and GPS data derived from the Vaccination Tracking System to provide up-to-date population estimates in inaccessible parts of Nigeria.

2. Make data on children on the move from different sources more comparable.

Common definitions for terms linked to COTM would encourage greater consistency in data collection and consequently make data easier to use. Interagency groups are well positioned to develop and promote the use of such common terminology. For example, the Experts Group on Refugees and Internally Displaced Persons (EGRIS) developed recommendations to improve statistics on refugees and IDPs, creating operational manuals to help national statistics offices put these recommendations into practice.

Implementing organizations, meanwhile, should develop voluntary templates and intake forms to support more standardized data collection, which would allow for greater interoperability of information across agencies. The use of common information management systems would also promote more standardized data and help users coordinate assistance. For example, UNHCR's Population Registration and Identity Management EcoSystem (PRIMES) platform, which is available online and in real time, helps UNHCR and partners better coordinate assistance to COTM. Similarly, the Child Protection Information Management System (CPIMS+), an interagency tool to monitor child protection in emergency situations, helps monitor child protection case management across partners.

3. Incentivize transparency and information sharing to increase trust and uptake among prospective data users.

If one of the biggest deterrents for prospective data users is a lack of certainty regarding how data is collected, then it is in the interests of data producers to transparently publish the methodologies and assumptions they use to generate statistics. Donors can play an important role in getting the incentives right for governments and implementing organizations to not only increase the transparency of their methods, but also facilitate data sharing—at reasonable levels of disaggregation and with appropriate privacy provisions—by tying it to their funding decisions. For example, the Gates Foundation and USAID have led the charge in this regard, making data disclosure a core obligation for its grantees in recent years. This alters the playing field such that organizations need not fear a loss of

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3 In 2018, UNICEF, UNHCR, IOM, Eurostat, and the OECD issued recommendations to improve data production, coordination, and sharing for COTM. These recommendations included a call to: (i) disaggregate data by age and sex; (ii) cover key issues relating to children affected by migration and displacement; (iii) make better use of existing data and share it; (iv) coordinate data efforts within countries and across borders; and (v) make special efforts to collect and analyze data on children (UNICEF, 2018a). In 2020, UNICEF, IOM, and UNHCR launched the International Data Alliance for COTM, convening experts from governments, intergovernmental organizations, civil society and academia to identify gaps, strengthen systems, and share good practices.
competitive advantage through opening up their data and, in fact, come to view this as a way to position themselves strategically for greater investment in the future.

4. Increase data literacy among people working with children on the move.

To improve resource allocation and service delivery for COTM, implementing organizations and government agencies need to upskill their current staff to become confident users of existing data, such as through offering training, capacity building, and incentives to learn new skills. In addition, organizations should hire programmatic staff with specified data analysis responsibilities to ensure that the use of data is prioritized in spite of competing responsibilities and overextended workloads. Finally, interagency groups working on data for migrants and refugees should publicize best practices and operational toolkits for how decision makers can use data, particularly for new and emerging sources like administrative data and cellphone or remote sensing data.

5. Provide greater external analytical support for decision makers working with children on the move.

Central data teams in international organizations and governments should work more directly with their local offices to understand how their data analysis can better support day-to-day programming. Data-producing organizations can also prioritize how they communicate their data in order to increase uptake. Timely reports can make data more actionable for decision makers. For example, IOM publishes weekly reports for certain displacement settings through its Emergency Tracking Tool, which has promoted greater uptake of this data in settings like Nigeria.

Given limited resources within many organizations that collect data and provide support for COTM, donors should invest in independent data analysis to support decision making across multiple organizations. For example, ACAPS produces independent humanitarian-focused analysis and analytical products to increase the utility of data and support decision making by UN agencies, NGOs, and governments.
Citations


