

Missing Civil Documentation in Iraq: Who, Why & How Important is it?

February, 2023

Iraq

KEY FINDINGS BY ACCESS TO SERVICES

- **Health:** No relationship was reported between the possession of civil documentation and access to healthcare, concurrent with other findings that 0% of households (HHs) reported lacking civil documentation to be a barrier to accessing healthcare.
- **Employment:** HHs with missing documentation were more likely to report being unable to access any livelihood opportunities, and less likely to report access to high-skilled employment compared to HHs with all civil documentation.
- **Education:** HHs with school-aged children missing birth certificates were less likely to report having all children formally enrolled in school than HHs who reported not missing any birth certificates.
- **Welfare:** The data indicated that the Public Distribution System (PDS) Card is a pre-requisite to access PDS, but there are additional district-specific barriers that inhibit access to distributions.
- **Compensation Mechanisms:** The data indicated that the Housing Card is important for housing, land & property (HLP) claims. However, success rates were low irrespective of Housing Card due to a complicated and timely application process.
- **Movements:** The vast majority of IDPs missing documentation reported having no intention to return to their AoO, and that obtaining missing documentation would not instigate a return.

17%

of HHs missing civil documentation reported that obtaining it was one of their top three priority needs, indicating that **not all HHs who are missing documentation perceive obtaining it as a priority need.**

88%

of HHs missing civil documentation reported it to be '*significantly*' or '*moderately*' connected to their priority needs, indicating **recognition that civil documentation is connected to their top priority needs.**

Breakdown of HHs interviewed by civil documentation status:



49% of HHs reportedly had all key civil documentation across the 20 districts covered. A further **27%** of HHs were reportedly only missing the Unified ID Card, with the remaining **24%** missing at least one key document (exc. Unified ID). **Note: % missing documentation likely to be higher than the national-level average as districts selected based on prevalence of missing documentation (MCNA X).**¹

CONTEXT & RATIONALE

As a result of the humanitarian transition and existing literature highlighting the centrality of civil documentation in enabling households (HHs) to access public services and return to their AoO, the issue of missing civil documentation has moved centre-stage for humanitarian actors in 2023. MCNA X data estimated that 433,000 individuals are missing civil documentation in Iraq. Yet, this data also found that a prevalently reported reason for missing documentation was the absence of an attempt to obtain it. This unearthed the possibility that obtaining missing documentation is not a priority for HHs, and/or they face insurmountable barriers/lack incentives to obtain it.²

This assessment aimed to improve the understanding of barriers/incentives to obtain documentation and HHs' preferred type(s) of assistance. Moreover, it aims to provide an evidence-based analysis of the importance of civil documentation in accessing livelihood opportunities, facilitating movements, accessing public services and compensation mechanisms.

ASSESSMENT OVERVIEW

RQ1: Demographics most-likely to have missing documentation

RQ2: Incentives & barriers to obtaining civil documentation

RQ3: Importance of civil documentation in accessing services & movements

METHODOLOGY:

4,911 HH surveys were collected across 20 districts, between 19th September - 25th October 2022. Findings are representative at a 90% confidence level and a 10% margin of error at district level per population group. Findings disaggregated by civil documentation status should be considered indicative only. (Full methodology outlined on p.2)

METHODOLOGY OVERVIEW

Data collection took place in-person between 19th September - 25th October 2022, except in Al-Baaj, where data collection took place remotely from the IMPACT Baghdad call-centre due to access issues.

The population groups covered were out-of-camp IDPs, returnees and host community HHs. The latter was included as a control group to contextualise and relativise IDP/returnee vulnerability.

The sampling strategy employed was a two-stage random cluster sample. Findings are representative at a 90% confidence level with a +/- 10% margin of error at district level per population group level. A random sampling strategy was utilised to obtain findings on the prevalence

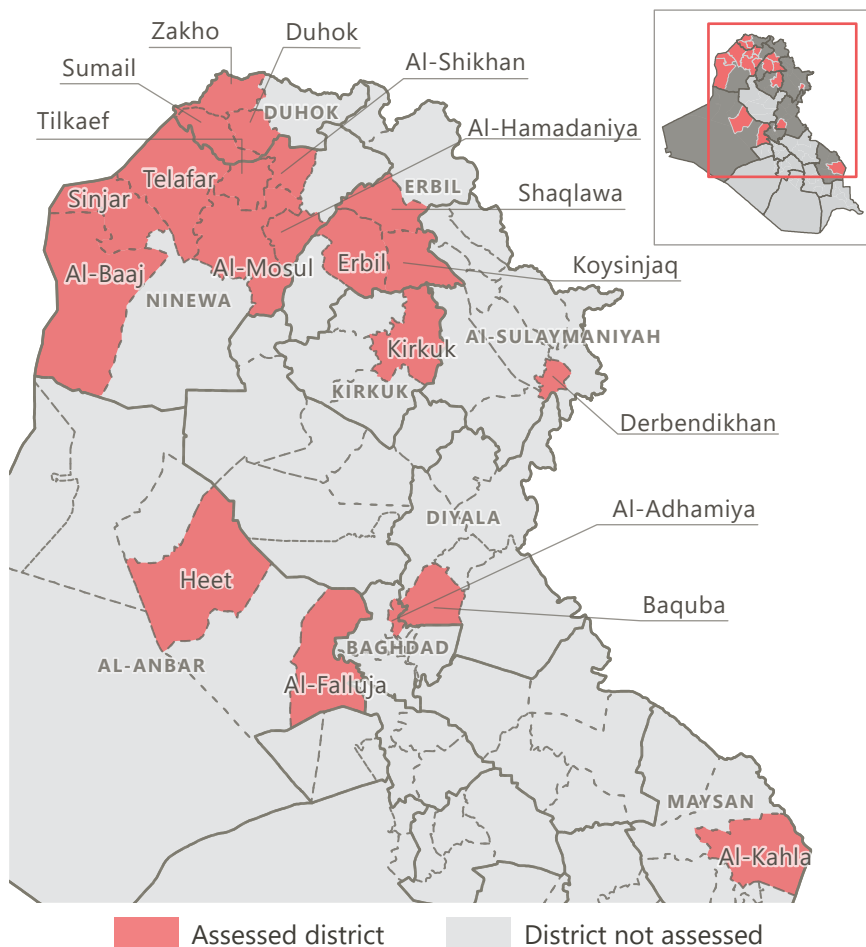
of missing documentation at district and population group levels. Therefore, HHs were not targeted based on their civil documentation status and findings disaggregated by civil documentation status should be considered indicative only.

The list of key civil documents (*see box below*) was decided upon after consultations with external partners (ACTED, DRC, IRC, NRC & UNHCR), in addition to a secondary literature review considering the functionality of various civil documents in Iraq.^{3,4}

Data for HHs missing only the Unified ID are presented separately from the data for HHs missing at least one other key document when appropriate. This is because the Nationality Certificate and Civil ID Card functionally work as substitutes for the Unified ID.

ASSESSMENT COVERAGE MAP

The assessment covered 20 districts across both Federal Iraq and KR-I. Districts were selected to target areas with a high prevalence of missing documentation (2022 MCNA), with some districts being excluded due to access issues.



Key Civil Documentation

Key Documentation for Adults

Unified Identification Card (Unified ID)
Civil ID Card*
Nationality Certificate*
Marriage / Divorce / Death Certificate (for HoHH as relevant)

Key HH Documentation

PDS Card
Housing Card

Key Documentation for Children

Birth Certificate (under 18 only)

*Civil ID Card & Nationality Certificate not relevant if all HH members possess Unified ID

Missing Documentation vs Missing Documentation (exc. Unified ID)

Data for HHs missing only the Unified ID are presented separately from data for HHs missing at least one other key document when appropriate. This is because existing often suggests that the Nationality Certificate and Civil ID Card functionally work as substitutes for the Unified ID.

This analysis approach ensures that HHs missing only the Unified ID does not skew data for HHs missing other documents and, allows for data comparisons of the relative functionality of the unified ID versus the combination of the Nationality Certificate and Civil ID Card.

Summary of Key Findings

Rationale

As a result of the humanitarian transition in Iraq from an emergency to a development context, in addition to existing literature highlighting the centrality of civil documentation in enabling access to public services, livelihood opportunities, compensation mechanisms and returns, tackling missing documentation has moved centre-stage for humanitarian actors' priorities for 2023 programming.⁵

The 2022 MCNA estimated that approximately 433,000 individuals were still missing at-least one core civil document. However, 2022 MCNA data also found that a prevalently reported reason for missing documentation was the absence of an attempt to obtain it. This unearthed the possibility that obtaining missing documents may not be a priority for HHs, and/or that they face insurmountable barriers or a lack of incentives to obtain them.⁶

Hence, IMPACT Initiatives conducted an assessment to improve our understanding of the extent to which missing civil documentation is an indicator of heightened humanitarian vulnerabilities in Iraq. This was conducted by measuring the importance of civil documentation in accessing livelihood opportunities, facilitating movements, accessing public services and compensation mechanisms. Moreover, the assessment aimed to improve understanding of the barriers/incentives to obtaining documentation, and the preferred type(s) of assistance to effectively inform future humanitarian programming.

Who is Missing Documentation?

The results of this assessment suggest that IDPs (36%), and to a lesser extent returnees (26%) are more likely to have reported missing documentation than host community HHs (19%) across the districts covered. The data also indicated that IDPs' increased vulnerability to missing documentation is due to them often being required to apply for documentation in their AoO and facing financial and/or security barriers to travel there. Likewise, IDPs reportedly had lower access to functional and accessible government departments than returnee or host community HHs.

Moreover, female-headed HHs (33%) were reportedly slightly more vulnerable to having missing documentation than male-headed HHs (26%), consistent with later findings that they often face additional barriers applying to documentation.

Notably, there were large variances in the prevalence of missing documentation geographically. Sinjar, Al-Shikhan, Zakho, Sumail and Duhok had the highest proportion of HHs missing documentation, all of which are located in Ninewa or Duhok governorates. Furthermore, primarily, these geographical variations in the prevalence of missing documentation are due to discrepancies in the proportion of HHs in possession of either the Unified ID or the Nationality Certificate and Civil ID Card combination at district-level (Page 6). The vast majority of HHs reportedly possessed relevant key supporting documentation.

Barriers & Incentives for Documentation

Primarily, **barriers** to obtaining civil documentation reportedly stem from process-oriented difficulties such as complicated and time-consuming application processes, often compounded for many by a lack of accessible relevant government offices and/or an inability to travel due to financial issues.

When asked about their preferred type of assistance to address missing civil documentation, the most widely reported choice was legal assistance services. This is logical insofar as the provision of legal assistance holds the capacity to circumnavigate the widely reported difficulties with the application process. However, the process-oriented nature of the barriers to civil documentation and large geographical variations in access speaks to the importance of advocacy to simplify and streamline application processes. For instance, by prioritising improved access to government offices, simplifying the prerequisite paperwork/supporting documentation and/or waiving application fees, HHs would be better equipped to access civil documentation without humanitarian assistance.

The data also raised questions regarding the **incentives** and prioritisation of obtaining missing civil documentation. For instance, the vast majority of HHs with missing documentation interviewed did not consider obtaining missing civil documentation to be a priority need, but rather, prioritised livelihood, shelter and healthcare needs. Crucially, it is not obvious that obtaining civil documentation would have a profound effect on these top priority needs, given that these larger priority needs often refer to structural issues for which civil documentation serves as an insufficient pre-requisite. For example, while HHs with all key civil documentation (32%) were slightly more likely to report access to high-skilled employment opportunities than those missing documentation (23%), access to high-skilled livelihoods was low regardless of documentation status.

25% of HHs missing at least one key document did not attempt to obtain documentation since 2014, and/or reported no barriers to documentation. This indicated that a considerable minority of HHs with missing documents lack an active incentive to obtain them.

On the other hand, despite the fact that the vast majority of HHs with missing civil documentation did not report obtaining it as a priority need (83%), 49% of HHs with missing documentation reported missing documentation to be significantly (49%) or moderately (39%) connected to their reported top priority needs. This corresponds to data that showed missing civil documentation to be a low-priority barrier to accessing certain services (education, livelihoods, welfare).

Summary of Key Findings

Missing Documentation & Access to Services

Overall, comparisons in reported access to public services between HHs with all documentation versus those missing documentation indicated that civil documentation can be helpful in many instances to access services. However, crucially, the data did not suggest that obtaining civil documentation was a silver-bullet solution in facilitating access to livelihood opportunities and/or public services. Rather, in most cases, missing civil documentation was a low-priority barrier. Notably, across most services covered, returnee HHs reportedly had higher proportions of access than IDP or host community HHs.

With regard to **movement intentions**, missing civil documentation was rarely reported as a barrier to returns. Whilst returnees often cited the importance of civil documentation in facilitating past returns, the data also made clear that the primary barriers to returns amongst current IDPs pertained to a lack of livelihoods, destroyed housing and/or trauma associated with their AoO. These barriers are unrelated to civil documentation. Hence, it is unsurprising that of the vast majority of IDP HHs with missing documentation who reportedly have no intention to return in the next 12 months (83%), just 2% reported that obtaining all civil documentation would instigate a return. Therefore, missing civil documentation is not a significant factor in IDPs' decision to remain in their area of displacement.

For **education**, HH possession of all birth certificates for school-aged children corresponded to higher-reported enrolment in school (77% vs 63%). The birth certificate was reportedly the only relevant document for education access.

Notably, the data suggested no difference in **healthcare** access by civil documentation status. This finding was affirmed by 0% of HHs reporting missing civil documentation as a barrier to accessing healthcare. Moreover, the most prominently reported barriers to healthcare were either socio-economic related or due to the unavailability of treatment. HHs with missing documentation were only slightly more likely to report treatment being unavailable across the districts covered.

The PDS Card is a pre-requisite to access **welfare**, but there are additional district-specific barriers that inhibit access to distributions. This was indicated by the large district level variations in receiving PDS despite the vast majority of HHs being in possession of a PDS Card in all 20 districts covered.

HHs with all documentation were more likely to report being able to access high-skilled **employment** opportunities (32% vs 23%), and less likely to report being unable to access any livelihood opportunities. Moreover, HHs missing only the Unified ID were more likely to report being able to access high-skilled livelihood opportunities than those missing documentation excluding the Unified ID (35% vs 23%).

Recommendations

Overall, this report provides a cautious endorsement of the importance of obtaining missing civil documentation. The data indicated that missing documentation is reportedly often a supporting barrier to livelihoods and access to certain public services. Therefore, humanitarian assistance directed at missing civil documentation must carefully consider the outcomes of interventions. For, if actors successfully intervene to obtain missing documentation for a HH in a poor socio-economic situation, unless the widely reported barriers unrelated to civil documentation status are addressed, obtaining civil documentation will not grant complete access to livelihood opportunities and/or public services.

Humanitarian programming should target areas with both a high prevalence of missing documentation and the widest discrepancies in access to public services between those with and those without documentation (in particular, Sinjar). Furthermore, it should be noted that IDPs were more likely to be missing documentation than the host community.

Ultimately, the importance of civil documentation to access various services, and the process-oriented barriers to obtaining civil documentation result from government legislation and law enforcement at national, regional and district levels. Hence, the issue of civil documentation is highly dynamic, in that, a change in legislation and/or enforcement holds the potential to change the shape of how, and the extent to which, missing civil documentation is an issue.

For instance, because data indicated that the primary barriers to civil documentation were difficult and lengthy procedures, it may be effective for humanitarian actors to prioritise advocacy with government bodies (inc. Ministry of Interior). For, successful advocacy may result in overcoming the widely reported process-oriented barriers by reducing the pre-requisite paperwork and supporting documentation required, as well as improving the accessibility of the relevant government offices such as the Civil Affairs Directorate (CAD). Moreover, HHs also frequently reported the costs of documentation as a barrier and advocacy could enable waiving application fees. These improvements would enable application bottlenecks to be cleared and reduce timely procedures.

While this research showed that legal assistance services can be an effective mechanism to mitigate the barriers to civil documentation, it does so by circumnavigating the difficult processes and legislative quirks. These widely reported difficult procedures, if altered, could empower HHs to obtain documentation independently.

One limitation of this research is that it focused on the broad population missing civil documentation. Therefore, the barriers/issues faced by minority groups (e.g Ezidi's, informal sites residents, perceived Dae'sh affiliation) may be lost in the broader data. Similarly, in-camp IDPs were not included in the scope of this assessment.

Prevalence of Missing Documentation by Demographic

% HHs missing at-least one key civil document (exc. Unified ID), by demographic

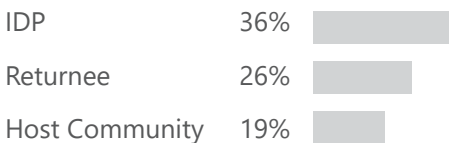
By Gender HoHH:



Female-headed HHs were slightly more likely to report missing documentation, concurrent with the finding that 20% of female HoHHs reportedly perceived additional barriers compared to male HoHHs when applying for documentation. The most frequently reported female-specific barriers were complications in the application process, being in need of a male-guardian to apply, and being unable to afford documentation fees.

At district level, female headed HHs in Sinjar, Al-Shikhan, Zakho and Al-Mosul were the most likely to report additional difficulties applying for documentation (>30% each respectively).

By Population Group:



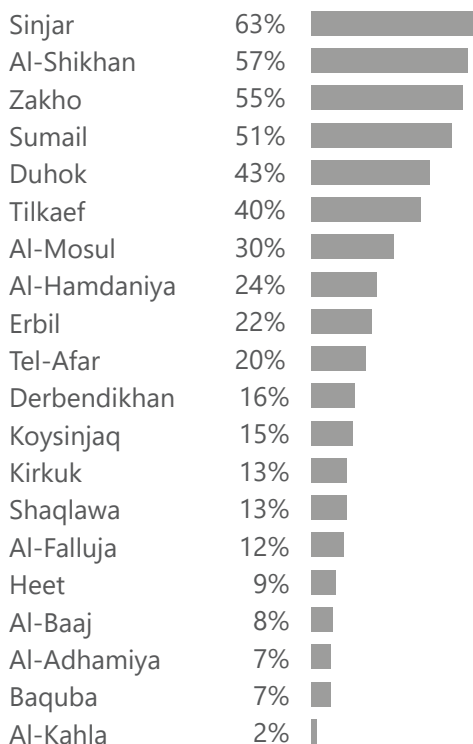
The increased prevalence of missing documentation amongst IDP HHs may be partially explained by;

4% of IDP HHs with missing documentation reported being **deterred from applying due to security fears** in their AoO.

59% of IDP/returnee HHs that successfully obtained civil document(s) since 2014 reportedly had to travel to their AoO to obtain documentation. However, **a minority obtained documentation in their AoD.**

Moreover, IDPs are reportedly less likely to have access to the relevant government departments to obtain civil documentation than returnee or host community HHs (see Page 6). This, alongside data that indicated additional transportation issues and security fears in AoO may, in part, explain this increased IDP susceptibility to missing documentation.

By District:



There are large variations in the prevalence of missing documentation at district level, indicating that **the issue of missing civil documentation is highly-localised**. This large variation is particularly notable when considering that districts were selected for inclusion based on the relatively high reported prevalence of missing documentation reported in MCNA X.

Therefore, humanitarian programming aiming to address missing civil documentation must consider the large geographical variations, and target districts both with the highest prevalence of missing documentation and the widest discrepancies in reported access to public services between those with and without all key civil documentation.

Notably, Sinjar was both the district with the highest prevalence of missing documentation and often the one with the largest discrepancies in access to services between HHs with documentation versus those without.

Which Key Documents were Households Missing?

Possession of Key Supporting Documentation

97% of HHs reportedly were in possession of the **PDS Card and Housing Card** respectively. Erbil (93%) was the lowest ranked district for PDS Card possession, and joint lowest with Sinjar for Housing Card possession (both 93%).

97% of married HHs reportedly possess a valid **Marriage Certificate**, and 91% of divorced HoHHs possess a Divorce Certificate. Duhok (90%) was the lowest ranking district for marriage certificate possession.

91% of widowed HoHH's were reportedly in possession of the **Death Certificate**, with the lowest ranked district being Al-Mosul (82%).

94% of HHs with children (<18) reportedly possess valid **birth certificates** for all, with the lowest ranked district being Sinjar (83%).

Across the 20 districts covered, this data indicates that the vast majority of the HHs interviewed possessed all key supporting documents. Furthermore, at district-level, the vast majority of HHs reported possessing these key supporting documents even in the lowest-ranking districts.

Of the widowed HHs interviewed, the district with the lowest proportion of HHs in possession of a death certificate was Al-Mosul (82%). This is unsurprising given that Mosul is an area where the issue of perceived Dae'sh affiliation amongst female-headed HHs is likely to be particularly prominent.⁷

Unified ID VS Nationality Certificate & Civil ID Card

The Unified ID was introduced to replace both the Nationality Certificate and Civil ID Card, with the Unified ID card theoretically being functionally equivalent to a combination of the latter two documents. However, officially, possession of the Nationality Certificate and Civil ID Card are pre-requisite supporting documents to obtain the Unified ID.

44% of HHs were reportedly in **possession of the Unified ID card** for all members. However, there were large variations at district-level. For instance, the vast majority reportedly possessed the document in Baquba (94%), Al-Kahla (88%) and Al-Adhamiya (85%).

Whereas, eight districts reportedly had less than 25% of HHs in possession of all Unified IDs - with the lowest-ranked being Al-Shikhan (7%), Tilkaef (10%) and Sumail (15%).

65% of HHs with **missing Unified IDs** were reportedly in possession of both the Nationality Certificate and Civil ID Card for all HH members. The lowest-ranked districts for Civil ID and Nationality Certificate possession amongst HHs missing the Unified ID were Sinjar (35%), Zakho (43%) and Al-Shikhan (47%). Overall, possession of these key individual documents was reportedly substantially lower than for the key supporting documents outlined above. Hence, most instances of missing documentation included in this assessment concern cases missing one of these documents.

% of HHs by Accessible* Government Departments

By Population Group

	CAD	MODM	Civil Court	Personal Status Court	None
IDP	40%	39%	53%	36%	12%
Returnee	71%	49%	82%	77%	2%
Host Community	57%	N/A	76%	60%	3%

The data indicated that IDPs are reportedly less able to access government departments pertaining to civil documentation issues than returnee or host community HHs. Notably, access to government departments such as the Civil Affairs Directorate (CAD) and Ministry of Displacement and Migration (MODM) were low amongst IDP HHs. Moreover, host community and returnee HHs were far more likely to have access to courts.

By District

At district-level, there are large variations in access. For instance, just 2% of HHs in Baquba reported access to a CAD.

Erbil was the district where HHs were most likely to report being unable to access any of the listed government departments (15%).

There is seemingly little correlation at district-level between access to government departments and possession of all civil documentation.

*Accessible means that the HH reported these offices were both functional and reachable.

Barriers & Incentives to Obtain Missing Civil Documentation

Top 5 Priority Needs of HHs with Missing Documentation (exc. Unified ID)



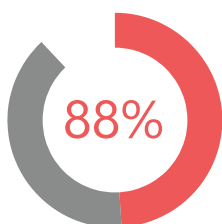
% of HHs with Missing Docs (exc. Unified ID) that reported it as a priority need, by population group



The majority of HHs with missing documentation reportedly do not perceive obtaining missing civil documentation to be a high-priority need.

There was also a large variance geographically in the proportion of HHs that reported obtaining civil documentation as a priority need, of HHs missing documentation (exc. Unified ID). The top three districts were Erbil (28%), Tilkaef (24%) and Shaqlawa (20%). In contrast, 0% of HHs in Al-Kahla, Al-Adhamiya, Al-Baaj, Baquba and Heet reported obtaining documentation as a priority need.

5% of HHs missing **only** the Unified ID card reported obtaining missing civil documentation as a priority need. Yet, the top five districts that reported obtaining the Unified ID as a priority need were all in KR-I, which indicates that there is a larger incentive to obtain the Unified ID in KR-I than in Federal Iraq.



88% of HHs missing documentation (exc. Unified ID) reported perceiving missing documentation to be either 'significantly' (49%) or 'moderately' (39%) connected to their top priority needs - indicating that **missing documentation may limit capacity to address high-priority needs.**

Primarily, barriers to obtaining civil documentation arise from a complicated and timely application process.

65% of HHs with missing documentation reported that **legal assistance** was their preferred type of assistance to help obtain missing documentation.

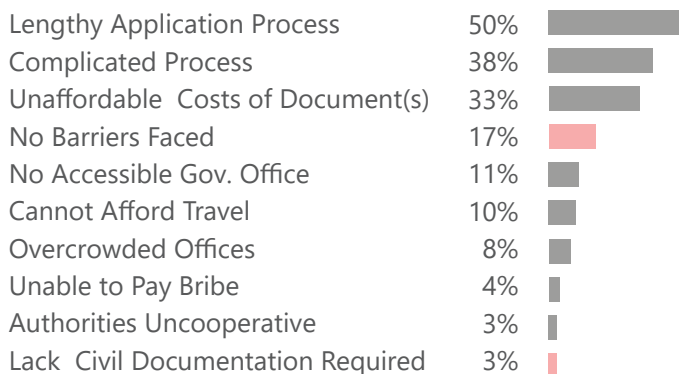
When combined, the data above indicates that legal assistance may be an effective mechanism to help HHs obtain documentation, because it has the capability to reduce the difficulty and length of the application process, the most widely reported barriers to civil documentation.

However, successful government advocacy also holds the capacity to overcome the most frequently reported barriers by streamlining processes and/or waiving fees, which may enable HHs to apply for documentation without legal assistance.

25% of HHs with missing documentation (exc. Unified ID) reported either no attempt to obtain documentation since 2014 due to a lack of incentive or reported no barriers to civil documentation.

This indicates that a **considerable minority of HHs with missing documentation lack any incentive to obtain it.**

Most frequently reported barriers faced by HHs that attempted to obtain documentation since 2014, of HHs missing documentation (exc. Unified ID)



Missing Documentation & Access to Employment

% of HHs reportedly able to access high and/or low-skilled employment opportunities, by civil documentation status

HH All Documentation

32% High & Low Skilled



HH only Missing Unified ID

35% High & Low Skilled



HH Missing Documentation (exc. Unified ID)

23% High & Low Skilled



This data suggests that **HHs possessing key civil documentation are more likely to report having access to high-skill livelihood opportunities**. Notably, access to employment opportunities amongst HHs missing only the Unified ID were higher than those missing at least one other key document. The difference in access to employment opportunities by civil documentation status are particularly pronounced when comparing access to high-skilled employment opportunities. This may indicate that many HHs with missing documentation are only able to engage in casual work/daily labour.

Barriers to Employment

% of HHs with missing documentation and unemployed adult members by reported barriers to employment

Lack of jobs available in area	81%	<div style="width: 81%;"></div>
A lot of competition in the job market	46%	<div style="width: 46%;"></div>
A lack of formal qualifications	19%	<div style="width: 19%;"></div>
Childcare unavailable/unaffordable	9%	<div style="width: 9%;"></div>
Unable to travel alone as a woman	5%	<div style="width: 5%;"></div>

None of the most prevalently reported barriers to employment amongst HHs with missing documentation are linked to their civil documentation status. Therefore, while data indicates that civil documentation can enable improved access to high-skilled livelihoods, there are higher priority barriers to quality livelihood opportunities. This is affirmed by data indicating that access to high-skilled livelihoods is low amongst HHs with all civil documentation.

5%

of HHs missing documentation reported having been refused an employment opportunity in the last 12 months due to missing documentation. HHs in Sinjar (14%) were the most likely to report this issue. Notably, the three districts where this issue was least prominent (<2%) were all in Duhok governorate (Zakho, Duhok, Sumail), which may indicate governorate-level variations in the enforcement of employment laws.



The most prevalent barriers to employment indicate a large gendered-dimension, with the responsibility for childcare largely falling on female HH members and being unable to travel alone as a woman making the top five barriers, despite being gender-specific. However, female-headed HHs were not disproportionately unable to access livelihood opportunities as a result of missing civil documentation.

By Population Group

% of HHs with missing documentation able to access low or high skilled employment, by population group:

IDP	77%	<div style="width: 77%;"></div>
Returnee	84%	<div style="width: 84%;"></div>
Host Community	79%	<div style="width: 79%;"></div>

This data indicated that returnee HHs were reportedly slightly more able to access employment opportunities than host community or IDP HHs. This is consistent with data across other services which repeatedly found that returnee HHs had better access.

Crucially, the similarity in access to employment opportunities between IDP and Host Community HHs suggest that IDPs with missing documentation are no more vulnerable than the host community with regard to livelihood opportunities.

% of HHs by perceptions of the importance⁸ of civil documentation to access employment

Very Important	37%	<div style="width: 37%;"></div>
Important	40%	<div style="width: 40%;"></div>
Slightly important	16%	<div style="width: 16%;"></div>
Not at all important	7%	<div style="width: 7%;"></div>

The majority of HHs interviewed perceived that civil documentation was either very important or important to access livelihood opportunities. This is affirmed by the data that showed that HHs with all documentation were both more likely to be able to access high-skilled employment opportunities and less likely to report being unable to access any livelihood opportunities.

However, these perceptions may overstate the importance of civil documentation in accessing employment given that civil documentation is unrelated to the high-priority barriers to employment (lack of jobs, competitive job market and lack of qualifications), and data indicating that the majority of HHs are unable to access high-skilled employment irrespective of their civil documentation status.

Access to Employment by District

The data suggests that **the importance of civil documentation in accessing either high or low quality employment opportunities has large variations geographically.**

In roughly half of the districts covered, there was little distinction in access to employment between those with all documentation and those missing documentation.

Notably, in most districts, HHs missing only the Unified ID were reportedly less-able to access any employment opportunities than those with all documentation. This could indicate that possession of the Unified ID card is preferable to a combination of the Nationality Certificate and Civil ID Card when pursuing livelihood opportunities.

The Unified ID appears to be particularly important in Sinjar, where 83% of HHs with all civil documentation were reportedly able to access employment, compared to just 33% of HHs missing only the Unified ID and 42% missing a key document excluding the Unified ID. By contrast, in Shaqlawa, HHs with all civil documentation reportedly have considerably higher access to employment opportunities than those with missing documentation.

The results from Koysinjaq are an anomaly where, seemingly counterintuitively, HHs with missing docs reported higher access to employment than those with all documentation.

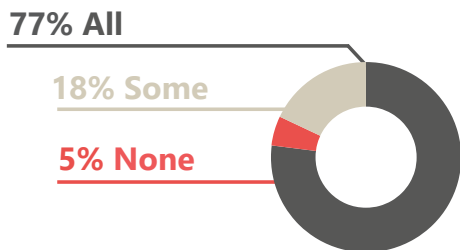
% of HHs able to access low or high skilled employment, by district and civil doc status

District	All Docs	HH missing Unified ID	HH Missing Docs (exc. Unified ID)	Difference: All Docs vs Missing Docs (exc. Unified ID)
Al-Adhamiya	99%	100%	100%	+1%
Al-Baaj	99%	98%	100%	+1%
Al-Falluja	90%	89%	85%	-5%
Al-Hamdaniya	95%	91%	88%	-7%
Al-Kahla	90%	88%	53%	-37%
Al-Mosul	95%	88%	79%	-16%
Al-Shikhan	72%	80%	74%	+2%
Baquba	95%	N/A	85%	-10%
Derbendikhan	70%	70%	68%	-2%
Duhok	83%	68%	82%	-1%
Erbil	82%	79%	72%	-10%
Heet	100%	100%	100%	0%
Kirkuk	90%	84%	91%	+1%
Koysinjaq	54%	58%	72%	+18%
Shaqlawa	89%	82%	53%	-36%
Sinjar	83%	33%	42%	-41%
Sumail	79%	69%	71%	-8%
Tel-Afar	95%	79%	84%	-11%
Til-Kaef	97%	83%	88%	-8%
Zakho	79%	85%	82%	+3%

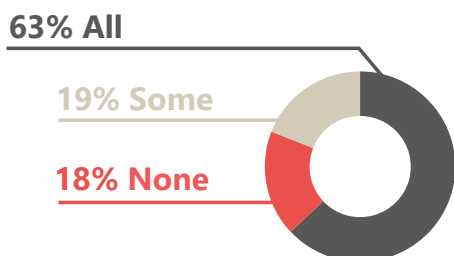
Missing Civil Documentation & Access to Education

% of HHs with school-aged children by reported proportion attending school full-time, by birth certificate status

HH Possesses All Birth Certificates



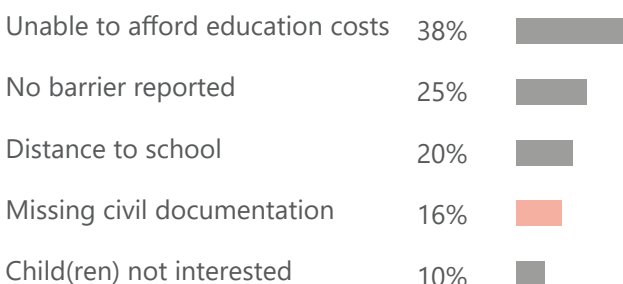
HH Missing Birth Certificate(s)



HHs in which all school-aged children possessed birth certificates were reportedly more likely to have all school-aged children enrolled in school full-time than those in which at least one school-aged child was reportedly missing a birth certificate. When disaggregated by missing civil documentation status more broadly, there is no discernable difference in education access, confirming that the birth certificate is the key civil document for enabling improved access to education.

Barriers to Education

Most-commonly reported barriers to education amongst HHs with at least one school-aged child not attending school and missing birth certificate(s)



The top barriers to accessing education amongst HHs missing birth certificate(s) for school-aged children suggest that missing documentation is a low-priority barrier to accessing education, consistent with findings that HHs with all birth certificates were more likely to report all school-aged children were enrolled in school.

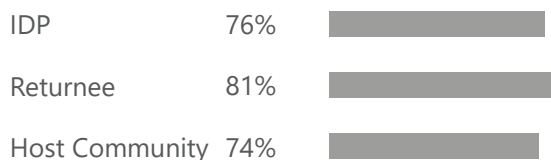
The high proportion of HHs that reported no barriers to education may indicate sensitive barriers that are often under-reported, such as a reliance on child labour for HH income.

Moreover, when comparing the barriers to education reported by HHs where all school-aged children possess birth certificates, similar proportions reported the distance to school (20% vs 37%) and child(ren) not being interested (10% vs 11%) as barriers, which suggests missing birth certificates is not compounding these barriers.

Yet, HHs with missing birth certificates were more likely to report being unable to afford the costs associated with education (38% vs 30%), suggesting that HHs with missing birth certificates were more likely to have socio-economic vulnerabilities.

Access to Education by Pop. Group

% of HHs with school-aged children in which all are attending school, by population group



The high prevalence of school attendance amongst school-aged children in returnee HHs, and similar access to education between IDP and host community HHs indicates that school-aged children in IDP HHs are not more vulnerable to educational barriers than the host community.

Moreover, the relatively high prevalence of school attendance amongst returnee HHs may indicate that returns have been incentivised by the perception that access to education is better in their AoO than in their AoD.

Importance of Civil Documentation for Access to Education

% of HHs by perceived importance⁹ of civil documentation to access education

Very Important	79%	<div style="width: 79%;"></div>
Important	18%	<div style="width: 18%;"></div>
Slightly important	2%	<div style="width: 2%;"></div>
Not at all important	0%	

The vast majority of HHs reported that civil documentation is 'very important' to access education, with the proportion of HHs considering it to be 'very important' exceeding any other public service (health, livelihoods etc.).

These perceptions are affirmed by the data, insofar as it suggests that birth certificates are important to access formal education, especially in Kirkuk, Sinjar, Til-Kaef and Tel-Afar.

Access to Birth Certificates

94% of HHs with children reportedly possess all birth certificates across the 20 districts covered. A considerable minority of HHs with children in Sinjar (17%) and Sumail (12%) reportedly contain children with missing birth certificates.

Nearly-all HHs reported having all birth certificates for children in Al-Khala (100%), Al-Adhamiya (100%), Al-Baaj (99%), Shaqlawa (99%) and Derbendikhan (98%). Yet, universal possession of birth certificates did not correspond to universal access to formal education, with just 66% of HHs in Al-Adhamiya reportedly having all school-aged children formally enrolled.

Access to Education by District

In February 2022, the Directorate of Education in Ninewa governorate announced that children with missing documentation would be able to formally attend school and obtain their official diplomas, upon later submission of their civil documents.⁸ However, despite this, the gap in reported access to education for school-aged children was larger than average in the districts covered located in Ninewa (Tel-Afar, Sinjar & Al-Mosul). This may indicate that these policies have not yet been implemented in practice, or that there is a time lag in uptake due to a lack of awareness.

Moreover, there was a large difference in access to full-time formal education amongst school-aged children in several districts when disaggregated by birth certificate status. For instance, the discrepancy in access in Kirkuk, Sinjar, Tel-Afar and Til-Kaef was particularly large. This indicates that the birth certificate is particularly important in these areas to facilitate access to education.

HHs with missing birth certificates are more likely to be socio-economically vulnerable than those with all documentation, and being unable to afford the costs

associated with education (38%) was by far the most prevalently reported barrier to education reported by HHs missing birth certificates, followed by 'no barriers' (see page 10). The high prevalence of 'no barriers' answers may reflect both a scepticism towards the quality of schools and parental refusal to enrol children, and may signify underreported barriers such as a reliance on child labour.

Hence, there is a clear relationship between access to education and possession of birth certificate(s), particularly in Kirkuk, Sinjar, Til-Kaef and Tel-Afar - but this divide cannot be solely attributed to missing documentation.

% of HHs with school-aged children, with all attending full-time, by district and birth certificate status*

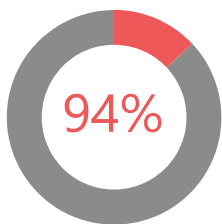
District	All Birth Certificates	Missing Birth Certificate(s)	Difference
Al-Mosul	81%	57%	-24%
Al-Shikhan	79%	67%	-13%
Duhok	87%	86%	-1%
Kirkuk	84%	31%	-53%
Koysinjaq	81%	59%	-22%
Sinjar	86%	45%	-41%
Sumail	89%	76%	-13%
Tel-Afar	77%	44%	-33%
Til-Kaef	66%	31%	-35%
Zakho	82%	62%	-20%

In all of the districts above, HHs where all children possess a valid birth certificate were more likely to have all their school-aged children formally enrolled in school full-time than HHs with missing birth certificates.

However, the data also indicated that the extent of the birth certificates importance reportedly had district-level variances. For instance, in Kirkuk, the difference in school attendance between HHs with all birth certificates versus missing birth certificates is drastic. On the other hand, Duhok was an exception with reportedly no difference in access between HHs with and without birth certificates for school-aged children.

*Some districts are excluded from the district level breakdown of access to education by birth certificate status due to a low number of HHs with both school-aged children and missing birth certificates (<10)

Missing Civil Documentation & Access to Healthcare



of HHs with missing documentation (exc. Unified ID) reported being able to access healthcare services in their location.

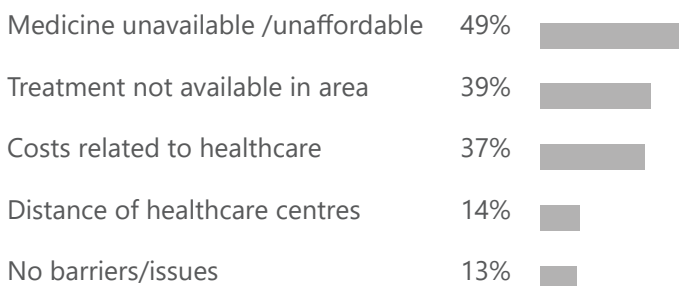
The data suggests that there is no relationship between missing civil documentation and access to healthcare services, with the vast majority of HHs reportedly able to access healthcare facilities irrespective of their civil documentation status.

0%

of HHs with missing documentation reported lacking the civil documentation required to access healthcare services. Hence, while it is important not to conflate access to healthcare services for those with missing documentation with high-quality access, this data indicated further that documentation is not reported as a barrier to accessing healthcare.

Barriers to Healthcare

% of HHs by reported barriers to accessing healthcare, of HHs with missing documentation

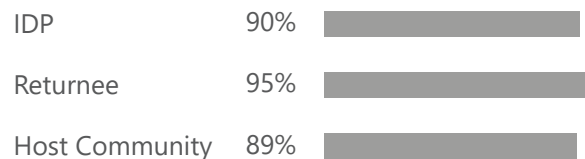


The top barriers to accessing healthcare amongst those missing documentation were primarily related to socio-economic vulnerability and the distance and/or quality of healthcare services. This data indicated that, primarily, an improvement to HHs' socio-economic situation would be the most impactful way to reduce barriers to healthcare services.

HHs with missing documentation (exc. Unified ID) were slightly more likely to report that treatments were unavailable than those with all documentation (39% versus 32%). This data may indicate that, in some cases, missing documentation was a compounding issue in the unavailability of treatment.

However, the high prevalence of the unavailability of treatment irrespective of civil documentation status indicated that the issue is primarily derived from the insufficient quantity/quality of healthcare services.

Access to Healthcare by Pop. Group



Returnee HHs were reportedly slightly more likely to be able to access healthcare services than their IDP and host community counterparts.

This data indicates both that IDPs are not more vulnerable to healthcare access issues than the host community across the 20 districts covered, and also that some returnee HHs may have been incentivised to return to their AoO due to a perception that access to healthcare was better than in their AoD.

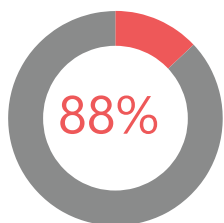
Access to Healthcare by District

Across the 20 districts covered, there were no large disparities reported in healthcare access when disaggregated by civil documentation status. For instance, the largest discrepancy was reported in Derbendikhan, where 87% of those missing documentation were reportedly able to access healthcare services, compared to 92% of those with all key documentation.

Missing Documentation & Access to PDS

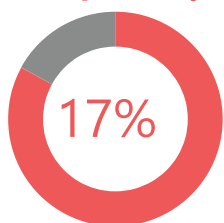
% of HHs that reported receiving PDS distributions in the last 12 months, by PDS Card status

HH reportedly has PDS Card



88% of HHs in possession of a PDS Card reportedly received a PDS distribution in the last 12 months.

HH reportedly missing PDS Card



17% of HHs missing a PDS Card reportedly received a PDS distribution in the last 12 months.

97%

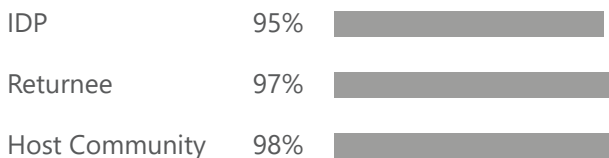
of HHs reportedly possess a valid PDS Card

These findings indicate that **the PDS Card is a prerequisite** in order to receive PDS distributions. When disaggregating PDS distribution access by civil documentation status broadly, there is little difference, emphasising the centrality of the PDS Card.

Of the 17% of HHs that reportedly received PDS without a card, almost all cases reported borrowing a card from a family member of a different household.

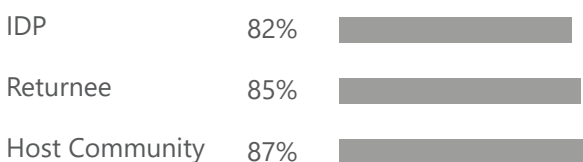
By Population Group

% HHs in possession of PDS Card, by pop. group



This data indicates that **IDP and returnee HHs are reportedly not more likely** to be missing a PDS Card than their **host community** counterparts.

% HHs received PDS distribution in last 12 months, by Pop. Group



This data indicates that across all population groups, there is a small discrepancy between the proportion of HHs in possession of the PDS card and those able to receive PDS distributions. Yet, the extent of this discrepancy is not large between the population groups covered.

Access to PDS by District

District level findings highlight that while the **PDS Card is essential** to access PDS distributions, **but insufficient in many districts**. Access varies widely at district level, and in particular, Sinjar, Shaqlawa and Al-Mosul have large disparities between the proportion of HHs in possession of a PDS card and the proportion reportedly receiving PDS distributions.

District	PDS Card	Received PDS	Difference
Al-Adhamiya	100%	95%	-5%
Al-Baaj	98%	89%	-9%
Al-Falluja	98%	87%	-11%
Al-Hamdaniya	99%	81%	-17%
Al-Kahla	100%	100%	0%
Al-Mosul	96%	76%	-20%
Al-Shikhan	98%	97%	-1%
Baquba	100%	95%	-5%
Derbendikhan	95%	78%	-17%
Duhok	97%	97%	0%
Erbil	93%	76%	-17%
Heet	99%	96%	-3%
Kirkuk	97%	84%	-13%
Koysinjaq	95%	90%	-5%
Shaqlawa	97%	77%	-20%
Sinjar	96%	62%	-34%
Sumail	95%	96%	+1%
Tel-Afar	99%	83%	-16%
Til-Kaef	98%	85%	-13%
Zakho	96%	96%	0%

Hence, **in many districts, there are additional barriers** to obtaining PDS distributions **un-related to civil documentation**.

Moreover, because of the high prevalence of PDS Card possession across all districts covered- **humanitarian assistance aimed at missing documentation would have a limited impact on improving access to PDS**.

Rather, this data suggests that there are district level nuances to PDS welfare access that should be central to humanitarian programming.

Missing Documentation & Movement Intentions






83% of IDP HHs with missing documentation reported an intention to remain in their AoD for the next 12 months, and 79% reported an intention to remain long-term

2% of IDP HHs missing documentation with an intention to remain in AoD reported that obtaining all missing documentation would instigate a return to their AoO. Notably, a further 6% reported that they 'did not know' whether obtaining all missing documentation would instigate a return to their AoO.

The vast majority of IDP HHs with missing documentation reportedly have no intention of returning to their AoO in the next 12 months. Moreover, of these HHs, just 2% reported that obtaining all missing civil documentation would instigate a return to their AoO. This indicated that in an overwhelming majority of cases, **missing civil documentation is not a factor in IDPs decision to remain.**

Barriers to Returns

Top five most-commonly reported barriers to returns, of IDP HHs missing documentation

Lack of Livelihood Opportunities in AoO	34%	
House in AoO Destroyed/Damaged	34%	
Fear/Trauma associated with AoO	30%	
No Money to Return/Re-start	27%	
Household Assets in AoO Damaged	24%	

1% of IDP HHs with missing documentation reported missing documentation to be a barrier to return to their AoO.

94% returnee HHs reported that civil documentation was 'very important' or 'important' in facilitating their return to their AoO.





The most prevalently reported barriers to returns by IDP HHs provide further weight to the conclusion that missing civil documentation is not a barrier to returns, as none of them are related to their civil documentation status.

However, the high prevalence of returnee HHs that reported civil documentation to have been important in facilitating their return may suggest that civil documentation is useful in facilitating returns in the absence of other barriers to return.

Hence, the data indicated that civil documentation is not a barrier to returns for current IDPs. Rather, IDPs lack the incentive to obtain documents to return to their AoO, in light of the fact that the most reported barriers to return would remain unaffected by possession of civil documentation.

Civil Documentation & Previous Returns

% of returnees that reported the following civil documents to have helped facilitate returns to their AoO

Housing Card	71%	
Civil ID Card	63%	
PDS Card	30%	
Unified ID	30%	

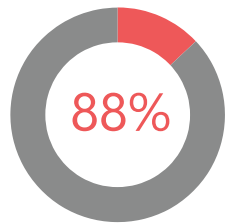
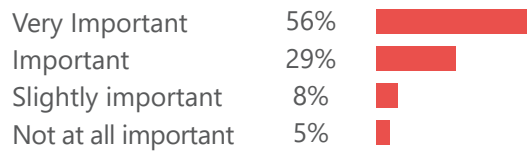
The data suggested that the housing card was the most frequently utilised document to facilitate past returns.

However, 93% of IDP HHs reportedly possess the Housing Card already.

Hence, when considered alongside data that indicated the vast majority of IDP HHs reported having no intention of returning to their AoO in the next 12 months irrespective of civil documentation, this may indicate that humanitarian assistance to help IDPs obtain missing documentation would not result in a large number of returns.

Missing Civil Documentation & Freedom of Movement

HH perceptions of the importance¹⁰ of civil documentation to travel across checkpoints in their area

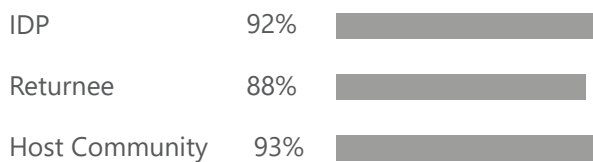


of HHs missing documentation (exc. Unified ID) reportedly perceived having total freedom of movement, slightly lower than the 92% of HHs with all documentation.

However, of the 12% (n=126) HHs that reported restrictions, most (n=100) reportedly perceived missing civil documentation as a factor restricting movement through checkpoints.

Freedom of Movement by Pop. Group

% of HHs with missing documentation that reported having 'freedom of movement' through checkpoints in their location, by population group



Notably, this data indicates that IDPs are no less likely to report perceiving freedom of movement than the host community population.

Freedom of Movement by District

% of HHs that reported having 'freedom of movement' through checkpoints in and around their location

District	HH has All Docs	Missing Unified ID Only	HH Missing Docs (exc. Unified ID)	Difference (All Docs vs Missing Docs (exc. Unified ID))
Al-Adhamiya	83%	100%	100%	+17%
Al-Baaj	84%	100%	95%	+11%
Al-Falluja	87%	98%	89%	+2%
Al-Hamdaniya	96%	98%	100%	+4%
Al-Kahla	76%	29%	100%	+24%
Al-Mosul	100%	98%	72%	-28%
Al-Shikhan	92%	98%	86%	-6%
Baquba	99%	N/A	100%	+1%
Derbendikhan	90%	99%	89%	-1%
Duhok	100%	100%	100%	0%
Erbil	93%	75%	79%	-14%
Heet	83%	100%	99%	+16%
Kirkuk	97%	97%	95%	-2%
Koysinjaq	97%	99%	97%	0%
Shaqlawa	81%	69%	79%	-2%
Sinjar	80%	85%	72%	-8%
Sumail	100%	100%	100%	0%
Tel-Afar	100%	100%	99%	-1%
Til-Kaef	100%	98%	98%	-2%
Zakho	100%	98%	100%	0%

District level findings show no clear relationship between possession of civil documentation and perceptions of having freedom of movement through checkpoints in their location.

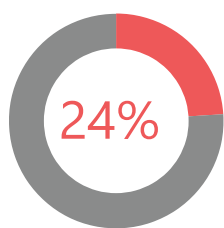
One exception is in Al-Mosul, where 100% of those with all key civil documentation reported having freedom of movement, versus 72% of those with missing documentation, and, to a lesser degree Erbil (-14%) and Sinjar (-8%).

Missing Documentation & Access to Compensation Mechanisms

97% of HHs reportedly possess a valid Housing Card

The vast majority of HHs reportedly possessed a valid housing card across all districts covered. For instance, the lowest-ranked districts, Sinjar (93%), Erbil (93%) and Sumail (94%) were not far from the average.

Therefore, programmatically speaking, while there is evidence that the Housing Card is important to obtain HLP compensation, there is only a limited number of HHs that are missing the Housing Card.



of HHs with a valid Housing Card that attempted to access HLP compensation were successful in their application. Of the 20 HHs that reportedly attempted to access HLP compensation without a valid Housing Card, just one was successful.

These findings clearly indicate that **the Housing Card is a key requirement** in order **to receive HLP compensation**. However, irrespective of Housing Card possession, application success rates are low, which indicated that there are additional barriers to HLP compensation access (*outlined below*).

Barriers to HLP Compensation

Top five most-commonly reported barriers faced by HHs with missing documentation (exc. Unified ID) that attempted to access HLP compensation, of IDP HHs missing documentation

Difficult Procedure	67%	<div style="width: 67%;"></div>
Delayed Compensation	53%	<div style="width: 53%;"></div>
Did not Pay Bribe	10%	<div style="width: 10%;"></div>
Lack Civil Documentation Required	6%	<div style="width: 6%;"></div>
Unclear Information	5%	<div style="width: 5%;"></div>

Primarily, the most prevalent barriers to accessing HLP compensation overlap with the most commonly reported barriers to obtaining missing civil documentation, in that they are process-oriented. Hence, while possession of a housing card / civil documentation is reportedly important to overcome low-priority barriers to accessing HLP compensation, successful advocacy with government bodies may result in overcoming the widely reported barriers related to procedural difficulties.

ENDNOTES

PAGE 1

¹ [MCNA X: Preliminary Analysis & Summary Tables](#) (2022), IMPACT Initiatives

² [Missing Documentation: MCNA IX Key Findings Factsheet](#) (2021), IMPACT Initiatives

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³ [Country Policy & Information Note: Internal Relocation, Civil Documentation and Returns](#), Iraq, (2022), UK Visas and Immigration

⁴ [Life in the Margins: Re-examining the needs of paperless people in post-conflict Iraq](#), (2022), NRC

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⁵ [Paperless People of Post-Conflict Iraq](#) (2019), Norwegian Refugee Council (NRC)

⁶ [Missing Documentation: MCNA IX Key Findings Factsheet](#) (2021), IMPACT Initiatives

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⁷ [Life in the Margins: Re-examining the needs of paperless people in post-conflict Iraq](#), (2022), NRC

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⁸ When determining HH perceptions of the “importance” of civil documentation, “very important” means that the document is crucial to access, whilst “important” indicates that it makes access a lot easier.

⁹ [Life in the Margins: Re-examining the needs of paperless people in post-conflict Iraq](#), (2022), NRC

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¹⁰ When determining HH perceptions of the “importance” of civil documentation, “very important” means that the document is crucial to access, whilst “important” indicates that it makes access a lot easier.

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¹¹ Ibid.

ABOUT REACH

REACH Initiative facilitates the development of information tools and products that enhance the capacity of aid actors to make evidence-based decisions in emergency, recovery and development contexts. The methodologies used by REACH include primary data collection and in-depth analysis, and all activities are conducted through inter-agency aid coordination mechanisms. REACH is a joint initiative of IMPACT Initiatives, ACTED and the United Nations Institute for Training and Research - Operational Satellite Applications Programme (UNITAR-UNOSAT).