



Home Office

# **Country Information and Guidance**

## **Iraq: Humanitarian situation**

**Version 1.2**

**June 2016**

# Preface

This document provides country of origin information (COI) and guidance to Home Office decision makers on handling particular types of protection and human rights claims. This includes whether claims are likely to justify the granting of asylum, humanitarian protection or discretionary leave and whether – in the event of a claim being refused – it is likely to be certifiable as ‘clearly unfounded’ under s94 of the Nationality, Immigration and Asylum Act 2002.

Decision makers must consider claims on an individual basis, taking into account the case specific facts and all relevant evidence, including: the guidance contained with this document; the available COI; any applicable caselaw; and the Home Office casework guidance in relation to relevant policies.

## Country Information

The COI within this document has been compiled from a wide range of external information sources (usually) published in English. Consideration has been given to the relevance, reliability, accuracy, objectivity, currency, transparency and traceability of the information and wherever possible attempts have been made to corroborate the information used across independent sources, to ensure accuracy. All sources cited have been referenced in footnotes. It has been researched and presented with reference to the [Common EU \[European Union\] Guidelines for Processing Country of Origin Information \(COI\)](#), dated April 2008, and the [European Asylum Support Office’s research guidelines, Country of Origin Information report methodology](#), dated July 2012.

## Feedback

Our goal is to continuously improve the guidance and information we provide. Therefore, if you would like to comment on this document, please email [the Country Policy and Information Team](#).

## Independent Advisory Group on Country Information

The Independent Advisory Group on Country Information (IAGCI) was set up in March 2009 by the Independent Chief Inspector of Borders and Immigration to make recommendations to him about the content of the Home Office’s COI material. The IAGCI welcomes feedback on the Home Office’s COI material. It is not the function of the IAGCI to endorse any Home Office material, procedures or policy. IAGCI may be contacted at:

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Information about the IAGCI’s work and a list of the COI documents which have been reviewed by the IAGCI can be found on the Independent Chief Inspector’s website at <http://icinspector.independent.gov.uk/country-information-reviews/>

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# Guidance

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## 1. Introduction

### 1.1 Basis of Claim

- 1.1.1 That the humanitarian conditions in Iraq make removal a breach of Article 3 of the European Convention on Human Rights (ECHR).

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### 1.2 Other points to note

- 1.2.1 In considering a claim for protection, decision makers must first consider whether the person qualifies for protection as a refugee. If a person is unable to establish a need for protection under the Refugee Convention, decision makers should go on to consider whether the person qualifies for humanitarian protection. For guidance on considering humanitarian protection see the [Asylum Instruction on Humanitarian Protection](#).
- 1.2.2 Due to the security situation, there are parts of Iraq to which a person cannot currently be removed. See [Country Information and Guidance – Iraq: security situation](#). As such, this document only considers the humanitarian situation in areas of Iraq to which it is currently possible to return.

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## 2. Consideration of Issues

### 2.1 Credibility

- 2.1.1 For information on assessing credibility, see the [Asylum Instruction on Assessing Credibility and Refugee Status](#).
- 2.1.2 Decision makers must also check if there has been a previous application for a UK visa or another form of leave. Asylum applications matched to visas should be investigated prior to the asylum interview (see the [Asylum Instruction on Visa Matches, Asylum Claims from UK Visa Applicants](#)).
- 2.1.3 Decision makers should also consider the need to conduct language analysis testing (see the [Asylum Instruction on Language Analysis](#)).

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### 2.2 Assessment of risk

- 2.2.1 For guidance on assessing risk, see the [Asylum Instruction on Assessing Credibility and Refugee Status](#).

- 2.2.2 The conflict between Iraqi government forces and Daesh (formerly Islamic State of Iraq and the Levant/al-Sham (ISIL/ISIS)) has caused the humanitarian situation to deteriorate. The UN have categorised Iraq's situation as a level 3 emergency, its highest alert level. Since January 2014 3.3 million civilians have been displaced, including over 600,000 displaced to Baghdad and over 926,000 displaced to the Kurdistan Region of Iraq (KRI). There have been lower numbers of people displaced to the southern governorates. The number of Internally Displaced Persons (IDPs) recorded may be lower than the real number, as the current security situation makes it difficult to track displaced populations. As of August 2015, an estimated 8.2 million people – almost a quarter of the population – were in need of immediate humanitarian assistance. (See country information, [Population displacement and persons in need](#)).
- 2.2.3 There are variations in living conditions across Baghdad, the south and the KRI. The majority of IDPs are accommodated in private settings, while a minority are in IDP camps (an exception to this trend can be found in Dohuk governorate in the KRI, which hosts a sizeable population in IDP camps). The conditions IDPs face varies depending on their social and economic connections, and means. Some people lack food, shelter and other essential services. Aid is provided through an international operation overseen by the UN Office for the Coordination of Humanitarian Affairs (OCHA), while the government has provided some support. However, there is a gap between funding and capacity, and need. (See country information, [Humanitarian conditions](#) and [Humanitarian assistance](#)).
- 2.2.4 The Upper Tribunal (UT) in the CG case of [AA \(Article 15\(c\)\) Iraq CG \[2015\] UKUT 00544 \(IAC\)](#), which replaces all other country guidance on Iraq, noted: 'We accept that Iraq's economy is in a poor position, being heavily dependent as it is on oil reserves, which have fallen significantly because of the drop in the oil price and the fact that a number of oil producing facilities are in the contested areas' (paragraph 188) and that there is 'clear evidence that the Iraqi state is the dominant employer in the country, employing approximately 5 million people. Political connections and family ties are of importance in obtaining employment, particularly in the public sector' (paragraph 190).
- 2.2.5 The UT made a number of findings on the humanitarian situation in relation to Baghdad. These were that:
- there 'are significant differences...between circumstances in the contested areas and those prevailing in Baghdad' (paragraph 129);
  - it is not accepted that the majority of IDPs live in temporary shelters in Baghdad (paragraph 193);
  - a significant proportion of displaced persons live in host family's accommodation (paragraph 197);
  - the percentage of displaced persons who reside in rented accommodation means that it is not 'beyond the realms of reasonableness to draw from this that there are opportunities available in Baghdad for displaced persons to earn sufficient funds to enable them to

rent accommodation if they have a CSID [Civil Status ID Card]' (paragraph 198);

- there is a 'small percentage of displaced persons who are recorded as living in places other than a host family's, or rented accommodation' (paragraph 199);
- there is evidence regarding 'numerous organisations operating in Baghdad that provide assistance to displaced persons' (paragraph 200);
- '...evidence from UNHCR-Iraq reveals that of April 2015 it had a branch office in Baghdad and that it had established a network of Protection and Assistance Centres through its partner agencies, which include:
  - (i) the Norwegian Refugee Council, which is funded by USAID's Iraq's access to justice programme and provides cash assistance, food distribution and shelter;
  - (ii) the International Organisation for Migration ("IOM") which has implemented several projects directed towards IDPs in Iraq including; income generation projects, emergency response in a crisis, and livelihood projects, which were implemented in conjunction with the Ministry of Displacement and Migration ("MoDM"); and,
  - (iii) the International Rescue Committee ("IRC"), which provides a number of services for, and on behalf of, IDPs, including: legal assistance, protection monitoring, capacity building and development, protection interventions and referrals, advocacy and information dissemination' (paragraph 201)'.

2.2.6 The UT noted that it 'clear from the evidence...that Arabic speaking males with family connections to Baghdad and a CSID are in the strongest position. At the other end of the scale, those with no family connections in Baghdad who are from minority communities are who have no CSID are least able to provide for themselves. There are a wide range of circumstances falling between these two extremes. Those without family connections are more vulnerable than those with such connections. Women are more vulnerable than men. Those who do not speak Arabic are less likely to be able to obtain employment. Those from minority communities are less likely to be able to access community support than those from the Sunni and Shia communities.' (paragraph 202)

2.2.7 Decision makers must take into account whether a person can regularise their documents, particularly for those not from Baghdad, the southern governorates or the KRI. Documents are important in enabling a person to attain employment and to relocate.

See [Country Information and Guidance: Iraq: Internal relocation \(including documentation and feasibility of return\)](#)

2.2.8 In general the humanitarian situation is not so severe that a person is likely to face a breach of Article 3. However, decision makers must consider each case on its merits. In particular, decision makers must consider whether the

person is or is likely to become an IDP, since this may have an impact on the support they can access in the area they relocate to.

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## 2.3 Internal relocation

- 2.3.1 For information on internal relocation and documentation, see [Country Information and Guidance: Iraq: Internal relocation \(including documentation and feasibility of return\)](#).
- 2.3.2 For further guidance on internal relocation, see the [Asylum Instruction on Assessing Credibility and Refugee Status](#).

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## 2.4 Certification

- 2.4.1 Where a claim falls to be refused, it is unlikely to be certifiable as 'clearly unfounded' under section 94 of the Nationality, Immigration and Asylum Act 2002.
- 2.4.2 For further guidance on certification, see the [Appeals Instruction on Certification of Protection and Human Rights claims under section 94 of the Nationality, Immigration and Asylum Act 2002 \(clearly unfounded claims\)](#).

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# 3. Policy Summary

- 3.1.1 In general the humanitarian conditions in Iraq are not so severe as to make return a breach of Article 3 of the ECHR.
- 3.1.2 However, decision makers must carefully assess a person's circumstances, including their ability to cater for their most basic needs.
- 3.1.3 Those who cannot return to their home areas will become Internally Displaced Persons (IDPs) on return. IDPs without a support network may face humanitarian conditions which breach Article 3 of the ECHR.
- 3.1.4 Where a claim falls to be refused, it is unlikely to be certifiable as 'clearly unfounded' under section 94 of the Nationality, Immigration and Asylum Act 2002.

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# Country Information

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## 4. General living standards

- 4.1.1 Iraq's population was 34.81 million in 2014 (World Bank).<sup>1</sup> Unemployment in Iraq is 11 per cent (653,000 people), with 7 per cent of men and 13 per cent of women unemployed. Youth unemployment (15-24 year olds) is 18 per cent, and higher among higher-educated youths (UNDP, Iraq).<sup>2</sup>
- 4.1.2 The government employs 45 per cent of all people in urban areas and 28 per cent of all people in rural areas (UNDP, Iraq).<sup>3</sup>
- 4.1.3 The International Monetary Fund (IMF)'s World Economic Outlook, issued in October 2015, measured inflation in 2014 as 2.2 per cent. It also predicted that Iraq's GDP, after declining 2.1 per cent in 2014, would not grow at all in 2015, although it projected 7.1 per cent growth in 2016.<sup>4</sup>
- 4.1.4 A report from the Bertelsmann Stiftung's Transformation Index (BTI), covering the period 1 February 2013 to 31 January 2015, noted:

'The level of socioeconomic development in Iraq is still characterized by a high degree of deprivation (reflected by a medium ranking in the 2013 Human Development Index of 0.642), not counting territories under IS [Daesh] control. Around 21% of Iraq's population live below the poverty line with less than \$2 per day (2012 estimates). Poverty is higher in rural areas and varies regionally, with relatively higher poverty rates in central and southern governorates, compared to Kurdish governorates. High poverty rates are generally attributed to a high unemployment rate (officially 16% in 2012), a decline in education level and rampant corruption.

'The literacy rate for both sexes is 79% (as of 2013), with an illiteracy rate among women reaching almost 30% (2011 estimates). Only 53% of both sexes are enrolled in secondary schools and 16% in tertiary education; the ratio of female to male enrollment shows that women have much lower access to both secondary (74.8%) and tertiary (59.8 %) education (as of 2013). Such uneven access to education is also reflected in the relatively low percentage of the female labor force, which reached 17.6% in 2013...

'The overwhelming majority of federal revenue comes from oil income. Thus, the sharp decline in world oil prices since the end of 2014 has dealt a heavy

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<sup>1</sup> World Bank, World DataBank, Iraq, <http://databank.worldbank.org/data/reports.aspx?source=2&country=IRQ&series=&period=>, accessed 30 March 2016

<sup>2</sup> United Nations Development Programme (UNDP), Iraq, <http://www.iq.undp.org/>, accessed: 30 March 2016

<sup>3</sup> United Nations Development Programme (UNDP), Iraq, <http://www.iq.undp.org/>, accessed 30 March 2016

<sup>4</sup> International Monetary Fund, World Economic Outlook, October 2015. <https://www.imf.org/external/pubs/ft/weo/2015/02/pdf/text.pdf>, accessed 30 March 2016



blow to the Iraqi government's growth expectations. The loss of fertile land in areas under IS control in northern Iraq massively impacted the production of wheat and other crops. Violence and ongoing fighting have disrupted trade as many roads to Turkey and Jordan have been cut off. Moreover, more than two million people have been internally displaced since the beginning of 2014. Those people obviously lost their jobs, so unemployment rates are believed to be skyrocketing, (estimates speak of 25%, but reliable data are not available).<sup>5</sup>

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## 5. Internally Displaced Persons (IDPs)

5.1.1 The International Organisation for Migration (IOM) identified that 3,344,334 people and 557,389 families had been displaced in Iraq between January 2014 and March 2016.<sup>6</sup> The following table shows the number of IDPs in Baghdad, southern Iraq and the KRI:

**Table showing number of IDPs in Baghdad, southern Iraq and the KRI**

Governorate	IDPs (individuals)	IDPs (families)	% of total
Babil	583,410	97,235	17
Baghdad	604,140	100,690	18
Basra	11,244	1,874	0
Dohuk	402,336	67,056	12
Erbil	360,624	60,104	11
Kerbala	67,176	11,196	2
Missan	6,810	1,135	0
Muthanna	6,318	1,053	0
Najaf	79,236	13,206	2

<sup>5</sup> Bertelsmann Stiftung's Transformation Index (BTI), Iraq Country Report 2016, [http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI\\_2016\\_Iraq.pdf](http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI_2016_Iraq.pdf), pp. 16-17, 23, accessed 31 March 2016

<sup>6</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

Qadissiyah	24,642	4,107	1
Sulaymaniyah	164,436	27,406	1
Thi-Qar	9,540	1,590	0
Wassit	27,066	4,511	1
Total	2,346,978	391,163	65

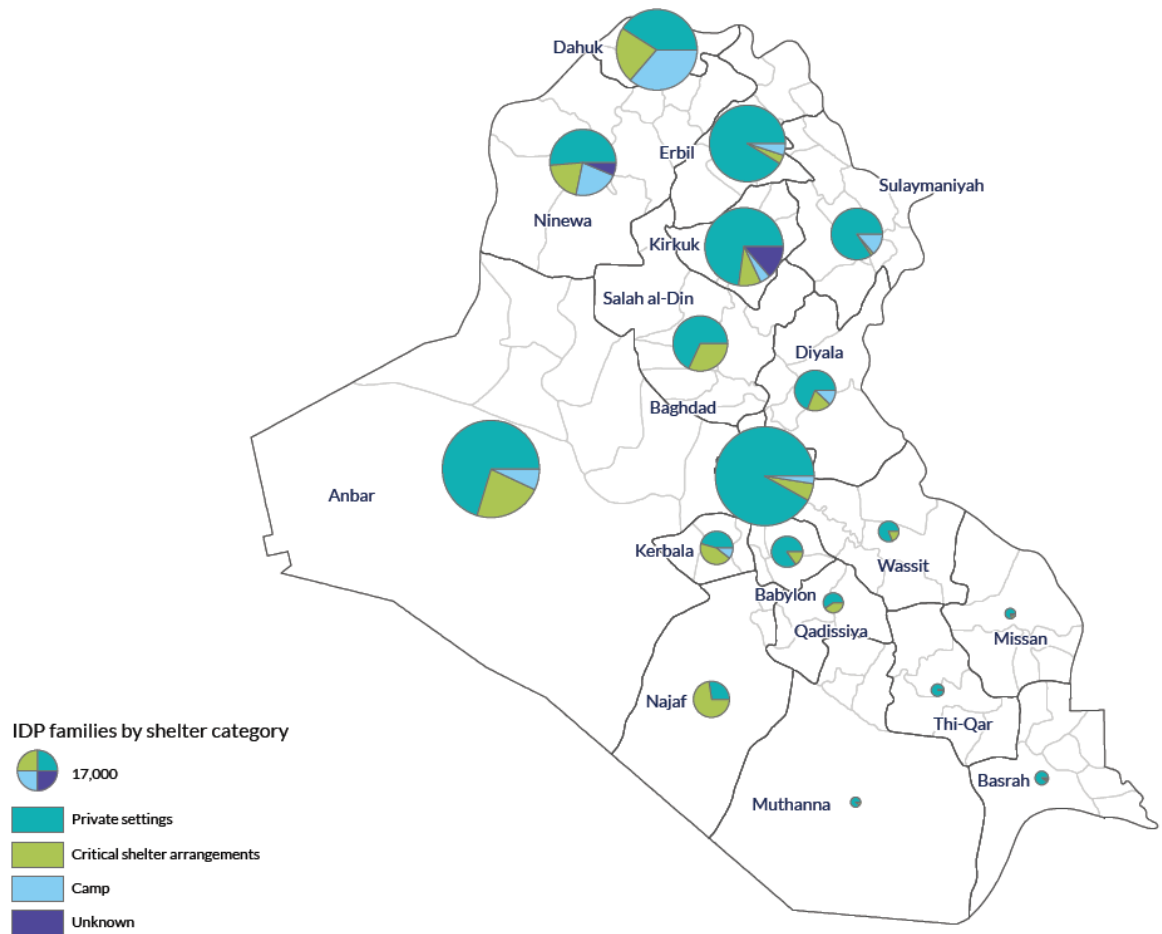
- 5.1.2 A joint report between the UN Office of the High Commissioner for Human Rights (OHCHR) and the UN Assistance Mission in Iraq (UNAMI) (reporting over the period 1 May to 1 October 2015) noted that ‘civilians continue to flee their homes and communities in massive numbers. From January 2014 through 29 September 2015, a total of 3,206,736 persons became internally displaced in Iraq, including over 1 million school age girls and boys.’ It added: ‘About 70 per cent of them have lost almost one full year of education, and only about 30 per cent of them had access to any form of education at the end of the school year. Where available, most schools were overcrowded and could not accommodate all displaced students.’<sup>7</sup>
- 5.1.3 IOM reported in March 2016 that IDPs were displaced across 3,752 distinct locations across Iraq.<sup>8</sup>
- 5.1.4 The following map showed displaced populations by shelter types:

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<sup>7</sup> Office of the High Commissioner for Human Rights (OHCHR) and UN Assistance Mission in Iraq (UNAMI), Report on the Protection of Civilians in Iraq, 1 May – 1 October 2015, <http://www.ohchr.org/Documents/Countries/IQ/UNAMIRreport1May31October2015.pdf>, p. i, accessed 30 March 2016

<sup>8</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

## Map showing shelter types used by displaced people in Iraq



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### 5.1.5 The same source observed that:

- the majority of identified IDPs (71%, or 2,376,864 individuals) are reportedly housed in private dwellings. Of the total IDP population, 46% (1,552,692) are hosted in rented houses, 24% (812,430) are with host families, and less than 1% (11,742) are in hotels/motels.
- fewer (16%, or 548,640 individuals) are in critical shelters. Overall, 8% (253,068) are in unfurnished buildings, 4% (120,030) are in religious buildings, 4% (138,510) are in informal settlements, and 1% (37,032) are in school buildings.
- IDPs living in camps represent 10% of the total IDP population (339,414 individuals). Those whose shelter arrangements are still unknown represent 2% of the total IDP population (73,452).<sup>10</sup>

<sup>9</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

5.1.6 A joint report between the UN Office of the High Commissioner for Human Rights (OHCHR) and the UN Assistance Mission in Iraq (UNAMI), reporting over the period 1 May to 1 October 2015 noted that:

- 69% of IDPs have largely settled in private settings, such as with host families, rental housing and other paid accommodation;
- 20% of IDPs are in critical shelters, including unfinished and abandoned buildings, religious buildings, school buildings, and informal settlements.
- 8% of IDPs are residing in camps<sup>11</sup>

### Baghdad

5.1.7 According to the IOM, as of March 2016 the majority of the total IDP population of 604,140 were living in rented houses (320,088) or with host families (233,850).<sup>12</sup>

5.1.8 OCHA, reporting in the period 19-29 September 2015, noted that two new camps for IDPs had opened, providing shelter to nearly 3,500 Iraqis who had fled Anbar in recent months.<sup>13</sup>

### The KRI

5.1.9 According to the IOM, as of March 2016, IDPs in the KRI were living in the following shelter types:

**Table showing IDP numbers and shelter types in the KRI**

Governorate	Rented housing	Host families	Unfinished/Abandoned buildings	Camp
Dohuk	129,252	31,548	72,126	146,436
Erbil	325,968	0	1680	18,258
Sulymaniyah	135,564	0	1788	22,308

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<sup>10</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

<sup>11</sup> Office of the High Commissioner for Human Rights (OHCHR) and UN Assistance Mission in Iraq (UNAMI), Report on the Protection of Civilians in Iraq, 1 May – 1 October 2015, <http://www.ohchr.org/Documents/Countries/IQ/UNAMIRreport1May31October2015.pdf>, p. 6, accessed 30 March 2016

<sup>12</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

<sup>13</sup> OCHA, Iraq: Humanitarian Crisis Situation Report No. 62 (16 – 29 September 2015) [https://www.humanitarianresponse.info/en/system/files/documents/files/ocha\\_iraq\\_humanitarian\\_situation\\_report\\_62\\_16\\_-\\_29\\_september\\_2015.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/ocha_iraq_humanitarian_situation_report_62_16_-_29_september_2015.pdf), accessed 1 June 2016

<sup>14</sup> International Organisation for Migration (IOM), Displacement Tracking Matrix, DTM Round 40, March 2016, <http://iomiraq.net/dtm-page>, accessed 29 March 2016

## 6. Humanitarian conditions

### 6.1 Overview

- 6.1.1 The UN categorised the situation in Iraq as a Level 3 emergency. Level 3 emergencies are defined as ‘major sudden onset humanitarian crises triggered by natural disasters or conflict which require system-wide mobilisation.’ Five indicators are used to determine the level of a humanitarian situation: scale, urgency, complexity, combined national and international capacity to respond, and reputational risk.<sup>15</sup>
- 6.1.2 The World Food Programme (WFP) reported in April 2015 that the conflict affected food security. In addition to food insecurity in the ‘contested’ areas, there is food insecurity in Dohuk, Muthanna and Wasit. The WFP continued: ‘The conflict has particularly affected food security among Iraq’s IDPs, with a much higher proportion of IDP households—one in four—adopting negative coping strategies as compared to non-displaced households...In the 2015 Iraq HRP [Humanitarian Response Plan] appeal, food security actors have requested \$180 million to address the emergency food assistance needs of 2.5 million people in Iraq’.<sup>16</sup>
- 6.1.3 The Woman’s Refugee Commission and Oxfam, in July 2015, analysed that ‘IDPs are living on rapidly depleting savings. In addition to selling off animals, they are selling other household assets and women are selling their jewellery. Access to loans is increasingly scarce; however, IDPs who do have access to loans (most often through host family members) have increased debt burdens.’<sup>17</sup>
- 6.1.4 UNAMI/OHCHR reported that some IDPs faced the threat of eviction. For example, in the first week of 2-8 September, 540 IDPs (90 families) living in the Sheikh Abdul Qadir al-Kilani school in Baghdad were threatened with eviction by local authorities. Also, some time between the 16 and 29 September, about 1,440 displaced people were threatened with eviction from the Qas Suailim apartment complex in Babil.<sup>18</sup>

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<sup>15</sup> Office for the Coordination of Humanitarian Affairs (OCHA), ‘Where we work: Emergencies’, undated, <http://www.unocha.org/where-we-work/emergencies>, accessed 30 March 2016

<sup>16</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>17</sup> Women’s Refugee Commission and Oxfam, Cohort Livelihoods and Risk Analysis (CLARA): Designing safer livelihoods programs in Iraq, July 2015, <http://policy-practice.oxfam.org.uk/publications/clara-designing-safer-livelihoods-programs-in-iraq-560876>, accessed 1 April 2016

<sup>18</sup> Office of the High Commissioner for Human Rights (OHCHR) and UN Assistance Mission in Iraq (UNAMI), Report on the Protection of Civilians in Iraq, 1 May – 1 October 2015,

- 6.1.5 UNAMI/OHCHR, reporting over the period 1 May to 1 October 2015, noted that ‘the persistent violence and scale of the displacement continue to impact IDPs’ access to basic services, such as housing, clean water and education’ and that ‘the number of civilians who have died from [these] secondary effects of armed conflict and violence...is unknown.’<sup>19</sup>
- 6.1.6 Refugee International, in a November 2015 report, wrote that they ‘visited multiple camps in Anbar, Babil, and Baghdad that had either no or unaffordable electricity, no reliable clean water source, poor sanitation, and practically nonexistent medical care. The camps also have inadequate food and shelter. There are new arrivals in camps every day, but there is simply no way to provide for everyone in need by using the current systems and what few plans seem to exist.’<sup>20</sup>
- 6.1.7 In a report dated 12 August 2015, the OCHA stated:
- ‘The crisis is pervasive, impacting virtually all aspects of Iraq’s economy and society, and threatening the major efforts underway to build national reconciliation and protect the country’s impressive development gains. Displaced persons are currently living in more than 3000 locations throughout the country; more than 90 per cent are living outside of camps, hosted by communities who have done their best to protect and provide for them. The cost of this generosity has been high. Health providers are struggling to deliver basic support in areas with high concentrations of displaced. Water and sanitation systems are in disrepair, increasing the risk of major public health emergencies, particularly in the summer period when temperatures soar to unbearable levels. Overcrowding is a major problem in countless communities. Already, Iraq has one of the highest tuberculosis rates in the region and measles have been reported in all 18 Governorates.
- ‘Destitution is widespread, impacting displaced families and host communities alike. Production and supply shortages and localized increases in demand have forced up the cost of basic commodities, including food. At least 4.4 million people are now food insecure. Families across the country, most particularly in the KR-I where the population has increased by 30 per cent, have been unable to cover basic needs and are relying on negative strategies to cope. Child marriages are increasing, used as a strategy by families to protect young girls from sexual violence and deprivation. Key agricultural areas including large parts of Iraq’s cereal belt remain under ISIL control raising the possibility of widespread shortages in the months ahead. Tensions between host communities and displaced families are rising, as resources dwindle and displaced are seen to be benefitting

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<http://www.ohchr.org/Documents/Countries/IQ/UNAMIRreport1May31October2015.pdf>, p. 7, accessed 30 March 2016

<sup>19</sup> Office of the High Commissioner for Human Rights (OHCHR) and UN Assistance Mission in Iraq (UNAMI), Report on the Protection of Civilians in Iraq, 1 May – 1 October 2015, <http://www.ohchr.org/Documents/Countries/IQ/UNAMIRreport1May31October2015.pdf>, p. i, accessed 30 March 2016

<sup>20</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 7, accessed 31 March 2016

disproportionately. Half of all displaced need urgent shelter support; 700,000 are surviving in unfinished and abandoned buildings, makeshift collective centres and spontaneous settlements. Ensuring families are equipped to survive the winter becomes critical from November onwards; failure to do so will almost certainly result in further loss of life.

‘Children have been traumatised by violence and destitution. Almost 3 million school-aged children and adolescents affected by the conflict do not have access to basic standard education. Within camps, only 45 percent of children are attending school; only 30 percent are outside of camps. Schools in host communities are struggling to deal with teacher-shortages and the destruction, damage, and occupation of schools. Children are the hardest-hit victims of the conflict, exposed to abuse, suffering from inadequate health care and education and at-risk of poor nutrition. Already community leaders are worried that disaffected youth, with few positive options, will fuel tensions and violence for decades to come.’<sup>21</sup>

6.1.8 OCHA, reporting in the period 19-29 September 2015, stated:

‘The cholera outbreak in Iraq continues to see an increase in cases. By 29 September, the number of laboratory confirmed cholera cases had risen to 414 in eight southern and central governorates (Babylon, Baghdad, Basrah, Kerbala, Muthanna, Najaf, Qadissiya and Wassit), according to the Ministry of Health and the World Health Organization (WHO). Over 1,700 people with suspected cholera had reported for treatment in hospitals from different locations in affected governorates’. Noting that the cholera outbreak had underlined the critical need for water, sanitation and hygiene in affected and at-risk areas, OCHA reported that ‘over 4,000 displaced students living in the College of Agriculture and College of Veterinary Medicine in Abu Ghraib district in Baghdad are in urgent need of WASH [water, sanitation and hygiene] support, including repairs of the water network, garbage collection, desludging of sanitation facilities, and supply of water and hygiene items’; and that ‘about 300 displaced people in Sadr Al-Yusufiya camp in Mahmoudiya district in Baghdad need safe water, while 7,200 people in the Al Takia Kasnazaniya collection centre in Karkh district need support with waste management services’.<sup>22</sup>

6.1.9 However, a UN Security Council paper dated January 2016 observed that the ‘cholera outbreak that was declared in Iraq on 15 September is on the wane. During the reporting period, 1,668 cases were confirmed, bringing the total number of confirmed cases to around 2,870 across 17 of Iraq’s 18

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<sup>21</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Humanitarian Needs Overview 2015, 12 August 2015.

[https://www.humanitarianresponse.info/en/system/files/documents/files/2015\\_iraq\\_humanitarian\\_needs\\_overview\\_0.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/2015_iraq_humanitarian_needs_overview_0.pdf), accessed 29 March 2016

<sup>22</sup> OCHA, Iraq: Humanitarian Crisis Situation Report No. 62 (16 – 29 September 2015)

[https://www.humanitarianresponse.info/en/system/files/documents/files/ocha\\_iraq\\_humanitarian\\_situation\\_report\\_62\\_16\\_-\\_29\\_september\\_2015.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/ocha_iraq_humanitarian_situation_report_62_16_-_29_september_2015.pdf), accessed 30 March 2016

governorates. The decrease in new cases is due to effective containment measures, efficient case management and declining temperatures.<sup>23</sup>

- 6.1.10 UNAMI/OHCHR, reporting over the period 1 May to 1 October 2015, noted that at the end of July 2015 there were protests against the Government in Baghdad and the southern governorates. The main complaints were about frequent disruption of electricity supplies and the poor quality of supposedly portable water.<sup>24</sup>

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## 6.2 The south

- 6.2.1 OCHA, reporting between 29 April and 5 May 2015, noted that people lacked food in Qadissiya (Diwaniya District), Muthanna, Najaf, Kerbala, Thi-Qar and Missan. The source noted that in Muthanna IDPs were not listed in the PDS list and were therefore unable to receive food. There were registration restrictions for IDPs in Babil, Kerbala and Najaf.<sup>25</sup>
- 6.2.2 In May and June 2015, the organisation REACH interviewed 5,225 households across accessible governorates of Iraq (except Baghdad). The following tables show the data collected from these interviews on humanitarian needs, economic activity and school attendance. Numbers referred to are percentages of those interviewed:

**Table showing humanitarian needs in the south**

Governorate	Food	Employment	Shelter	Medical	Water	Education	Clothing	Registration
Babil	69	9	1	14	7	6	40	2
Basra	66	32	84	16	1	3	2	1
Kerbala	69	45	1	36	23	25	6	0
Missan	58	86	24	10	4	24	7	1
Muthanna	51	20	5	19	16	3	2	26
Najaf	11	22	16	14	7	7	23	0
Qadissiyah	80	11	0	6	0	2	54	0
Thi-Qar	47	36	91	40	0	0	6	0
Wassit	36	54	29	16	14	12	16	0

<sup>23</sup> UN Security Council, Second report of the Secretary-General pursuant to paragraph 7 of resolution 2233 (2015), <http://www.un.org/sc/documents/sgreports/2016.shtml>, accessed 5 April 2016

<sup>24</sup> Office of the High Commissioner for Human Rights (OHCHR) and UN Assistance Mission in Iraq (UNAMI), Report on the Protection of Civilians in Iraq, 1 May – 1 October 2015, <http://www.ohchr.org/Documents/Countries/IQ/UNAMIRReport1May31October2015.pdf>, p. 3, accessed 30 March 2016

<sup>25</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq Crisis: Situation report no.42, 29 April – 5 May 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/iraq\\_crisis\\_situation\\_report\\_no\\_42\\_29\\_april\\_-05\\_may.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/iraq_crisis_situation_report_no_42_29_april_-05_may.pdf), accessed 30 March 2016



**Table showing economically inactive households in the south**

Governorate	Economically inactive households (%)
Babil	23
Basra	8
Kerbala	21
Missan	33
Muthanna	81
Najaf	21
Qadissiya	41
Thi-Qar	27
Wassit	13

**Table showing school attendance in the south**

Governorate	School attendance (% of eligible children)
Babil	8
Basra	16
Kerbala	1
Missan	2
Muthanna	5
Najaf	26
Qadissiya	4
Thi-Qar	33
Wassit	31

6.2.3 In Basra's Modern IDP camp, staff reported that IDP residents, mainly from Salah ad-Din and Ninewah, had access to schools, food parcels, legal services, relief commodities and WASH services provided by UN agencies and IOM.<sup>27</sup>

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<sup>26</sup> REACH, 'Multi-Cluster Needs Assessment for Internally Displaced Persons Outside Camps in Iraq', October 2015, [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_multiclusterneedsassessment\\_idps\\_outside\\_camps\\_oct2014.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_multiclusterneedsassessment_idps_outside_camps_oct2014.pdf), accessed 30 March 2016

<sup>27</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

## 6.3 The Kurdistan Region of Iraq (KRI)

### 6.3.1 The IOM reported in April 2015, about Dohuk:

'The majority of IDPs assessed by IOM in Dahuk reported they were in dire need of shelter housing (20%), access to a source of income (18%), NFIs [non-food items] (15%), food (14%) and healthcare (11%). 23% of IDPs assessed [sic] by IOM in Amedi [district] and 19% of those residing in Zakho [district] indicated a pressing need for access to income, while families in Dahuk and Sumel [districts] considered shelter [sic] the top priority need, 20% and 25% of the respondents, respectively. The aforementioned trends are presumably related to the high number of IDPs in Sumel who were accommodated [sic] in camps or abandoned buildings, understandably indicating a need for shelter. In general, housing and a source of income were the most pressing needs for IDPs in other districts, corresponding with the significant number of families who were renting houses and exhausting their savings, and those who are living in critical shelters while looking for better living conditions.

'Notably, IDP needs were strongly affected by the shelter [sic] type they were inhabiting, however there was no consistent trend prevailing in the critical shelter types or private settings. Families assessed [sic] by IOM in camps (20%), religious buildings [sic] and rented housing (both 19%) considered access to work as the top priority need, while those staying with host families (21%), motels (22%), informal settlements (27%) and unfinished buildings (25%) indicated a dire need for shelter.'<sup>28</sup>

### 6.3.2 According to OCHA, reporting between 29 April and 5 May 2015, food assistance was needed in Dohuk and Erbil.<sup>29</sup> It also reported that there were registration restrictions in Sulamaniyah and that authorities there had 'begun the relocation of IDPs living in informal settlements around Kalar District to Quarato IDP camp'.<sup>30</sup> The source continued that IDPs were reluctant to relocate as relocation would disrupt their children's schooling and limit employment opportunities.<sup>31</sup> The source also observed that health services in the KRI were 'overburdened' because of the high number of IDPs.<sup>32</sup>

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<sup>28</sup> International Organisation for Migration (IOM). Displacement snapshot, Dahuk, April 2015, <http://iomiraq.net/reports/dahuk-governorate-profile-april-2015>, accessed 22 May 2015

<sup>29</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq Crisis: Situation report no.42, 29 April – 5 May 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/iraq\\_crisis\\_situation\\_report\\_no\\_42\\_29\\_april\\_-\\_05\\_may.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/iraq_crisis_situation_report_no_42_29_april_-_05_may.pdf), accessed 30 March 2016

<sup>30</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq Crisis: Situation report no.42, 29 April – 5 May 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/iraq\\_crisis\\_situation\\_report\\_no\\_42\\_29\\_april\\_-\\_05\\_may.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/iraq_crisis_situation_report_no_42_29_april_-_05_may.pdf), accessed 30 March 2016

<sup>31</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq Crisis: Situation report no.42, 29 April – 5 May 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/iraq\\_crisis\\_situation\\_report\\_no\\_42\\_29\\_april\\_-\\_05\\_may.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/iraq_crisis_situation_report_no_42_29_april_-_05_may.pdf), accessed 30 March 2016

<sup>32</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq Crisis: Situation report no.42, 29 April – 5 May 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/iraq\\_crisis\\_situation\\_report\\_no\\_42\\_29\\_april\\_-\\_05\\_may.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/iraq_crisis_situation_report_no_42_29_april_-_05_may.pdf)

6.3.3 In May and June 2015, the organisation REACH interviewed 5,225 IDP households across accessible governorates of Iraq (except Baghdad). It found that:

- 22% of households in Dohuk, 12% of households in Erbil and 7% of households in Sulamaniyah had no regular, stable form of income;
- 97% of households in Sulamaniyah, 90% of households in Erbil and 62% of households in Dohuk were living in houses or apartments, generally higher percentages than in the south;
- 23% of households in Dohuk were living in unfinished buildings;
- of the households that sought medical care since displacement, 44% in Sulamniayah, 42% in Dohuk and 36% for Erbil reported difficulties accessing care; and
- of those eligible, 36% of children in Sulaymaniyah, 27% of children in Dohuk and 26% of children in Erbil were attending school<sup>33</sup>

6.3.4 The following table shows the data collected from REACH's interviews on humanitarian needs. Numbers referred to are percentages of those interviewed:

#### Humanitarian needs in the KRI

Governorate	Food	Employment	Shelter	Medical	Water	Education	Clothing	Registration
Dohuk	80	32	5	30	4	6	5	0
Erbil	65	52	13	33	12	19	12	3
Sulymaniyah	89	64	10	12	4	7	6	2

<sup>34</sup>

6.3.5 OCHA, reporting between 19 and 29 September 2015, noted that in Erbil 300 food parcels had been distributed to people who recently arrived in Shanader Park, and that food assessments were under way amongst 3,850 displaced people residing in host communities. The report said that an electronic registration method was completed in camps in Dohuk covering 198,000 people. It also noted that formal schools following the Kurdish curriculum had started in IDP camps across Dohuk. In Sulaymaniyah, Iraqi NGOs had conducted education sessions. The same source observed that

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[o\\_42\\_29\\_april\\_-05\\_may.pdf](#), accessed 30 March 2016

<sup>33</sup> REACH, 'Multi-Cluster Needs Assessment for Internally Displaced Persons Outside Camps in Iraq', October 2015, [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_multiclusterneedsassessment\\_idps\\_outside\\_camps\\_oct2014.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_multiclusterneedsassessment_idps_outside_camps_oct2014.pdf), accessed 30 March 2016

<sup>34</sup> REACH, 'Multi-Cluster Needs Assessment for Internally Displaced Persons Outside Camps in Iraq', October 2015, [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_multiclusterneedsassessment\\_idps\\_outside\\_camps\\_oct2014.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_multiclusterneedsassessment_idps_outside_camps_oct2014.pdf), accessed 30 March 2016

'in Kurdish governorates, children need more Kurdish curriculum text books for the 2015-2016 academic year'.<sup>35</sup>

## 6.4 Freedom of movement and sponsorship requirements

6.4.1 A fact sheet from US Aid, dated June 2015, noted:

'As of early June, IDPs continued to face access restrictions and sponsorship requirements in Babil, Baghdad, Karbala, Najaf, and Sulaimaniyah governorates...While acknowledging the legitimacy of security concerns expressed by Iraqi authorities, the Special Rapporteur condemned population movement limitations, documentation and sponsorship requirements, and checkpoints barring IDP entry, as well as the overall lack of humanitarian access, safety, and support afforded to IDPs and other conflict-affected populations countrywide.'<sup>36</sup>

6.4.2 A Landinfo report of February 2015, quoting the International Displacement Monitoring Centre (IDMC), wrote that 'restrictions have generally become more frequently imposed by the various provinces, but for Baghdad's part, they don't have information about the duration of the restrictions. Apart from this we know little about the effective dates and who are included in the restrictions.'<sup>37</sup>

6.4.3 An article from Human Rights Watch (HRW), dated 30 May 2015, reported that since April 2015 the government imposed restrictions on entry to Baghdad and Babil, affecting just under 200,000 people, and that the KRI also imposed restrictions. The source commented: 'By requiring those who enter to have local guarantors, the restrictions in practice discriminate against Sunni Arabs.'<sup>38</sup>

6.4.4 The source, quoting Sabah Karhout, an Anbar Provincial Council member, wrote that the 'provincial authorities only allow displaced people to enter if they can present a local resident as a guarantor, or sponsor, at the entry checkpoints.' The article continued:

'One guarantor, who has to personally come to the entry crossing, can vouch for up to four families, the security forces told them. One showed Human Rights Watch a copy of a guarantee – a post-it sticker with a faded Iraqi Army stamp, the handwritten name of the head of the family entering, the number of accompanying family members, and a signature by an army

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<sup>35</sup> OCHA, Iraq: Humanitarian Crisis Situation Report No. 62 (16 – 29 September 2015), [https://www.humanitarianresponse.info/en/system/files/documents/files/ocha\\_iraq\\_humanitarian\\_situation\\_report\\_62\\_16\\_-\\_29\\_september\\_2015.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/ocha_iraq_humanitarian_situation_report_62_16_-_29_september_2015.pdf), accessed 30 March 2016

<sup>36</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>37</sup> Landinfo, 'Iraq: Baghdad – the security situation as of February 2015', 13 February 2015, <http://www.refworld.org/pdfid/55b7563c4.pdf>, p.29, accessed 1 April 2015

<sup>38</sup> Human Rights Watch (HRW), 'Curbs Put War's Displaced at Risk', 30 May 2015, <https://www.hrw.org/news/2015/05/29/iraq-curbs-put-wars-displaced-risk>, accessed 1 April 2016

officer, but not the name of the guarantor, which is entered into an electronic database.<sup>39</sup>

6.4.5 The source wrote that when Daesh captured Ramadi in May 2015 Baghdad authorities closed the bridge into the city, even for those with a sponsor, although they reinstated the sponsorship system a few days later.<sup>40</sup>

6.4.6 The source added:

‘According to the UN Guiding Principles on Internal Displacement, internally displaced persons have “the right to seek safety in another part of the country” and “to be protected against forcible return to or resettlement in any place where their life, safety, liberty and/or health would be at risk.” On May 15 [2015], Chaloka Beyani, the United Nations special rapporteur on the human rights of internally displaced persons, concluded a visit to Iraq, saying that he was disturbed by “reports of IDPs being barred entry” to Baghdad and other areas “on the basis of their identity,” and “deeply concern[ed]” about guarantor requirements.<sup>41</sup>

6.4.7 In May 2015, William Spindler of the UNHCR said: ‘Displaced civilians still face serious obstacles at various checkpoints out of Anbar into neighbouring provinces, as local authorities impose restrictions’, adding that Babil and Kerbala governorates were closed to displaced people from Anbar. The source also said: ‘Onerous requirements for other documentation has also been a concern. UNHCR’s partners have spent days helping 600 vulnerable people - many with serious medical conditions or living with disability - get access to Baghdad governorate.’<sup>42</sup>

For more information about civil documentation, see [Country Information and Guidance: Iraq: internal relocation \(including documentation and feasibility of return\)](#)

## 6.5 Tensions between displaced and host populations

6.5.1 A report by Refugee International, dated November 2015, noted:

‘IDPs are further made vulnerable by the inability to provide for themselves. Job opportunities are scarce to begin with, and there is often a fear of venturing out into the more urban areas where work might be found....The fear for their own safety appears more acute among Sunni refugees from Anbar who have been forced to relocate to Baghdad. They are routinely suspected of having ISIS [Daesh] sympathies simply because of their place of origin, and some spoke of having been pushed out by local residents in

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<sup>39</sup> Human Rights Watch (HRW), ‘Curbs Put War’s Displaced at Risk’, 30 May 2015, <https://www.hrw.org/news/2015/05/29/iraq-curbs-put-wars-displaced-risk>, accessed 1 April 2016

<sup>40</sup> Human Rights Watch (HRW), ‘Curbs Put War’s Displaced at Risk’, 30 May 2015, <https://www.hrw.org/news/2015/05/29/iraq-curbs-put-wars-displaced-risk>, accessed 1 April 2016

<sup>41</sup> Human Rights Watch (HRW), ‘Curbs Put War’s Displaced at Risk’, 30 May 2015, <https://www.hrw.org/news/2015/05/29/iraq-curbs-put-wars-displaced-risk>, accessed 1 April 2016

<sup>42</sup> UN High Commissioner for Refugees (UNHCR), ‘UNHCR concerned at obstacles facing thousands fleeing Ramadi’, 29 May 2015, <http://www.unhcr.org/55683c8e9.html>, accessed 1 April 2016

Shia areas. Thus, they were now experiencing their second displacement. While plenty of IDPs in Baghdad would like to move on, they don't because of the fear of having to travel through that province to reach another location they might consider safer.<sup>43</sup>

#### 6.5.2 USAID reported, in a briefing dated June 2015:

'During a one-week period in late April, UN implementing partners reported eight attacks on IDPs in Aamel and Shula camps in Baghdad and violence against IDPs seeking refuge in Baghdad's Al Jihad District, signifying increased tensions between IDPs and host community residents. Host community members have also expressed resentment toward displaced populations and harassed truck drivers transporting humanitarian aid. According to UN and GoI representatives, some individuals have expressed safety concerns and fears of leaving displacement camp sites, as IDPs in Baghdad have reportedly experienced attacks in both camp and non-camp settings. The UN reports that host community attitudes have intimidated newly displaced households, many of whom would prefer to return to areas of origin if security conditions permit. In response to the rising tensions, UNHCR is assessing the feasibility of establishing multiple IDP camps in Baghdad.<sup>44</sup>

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## 7. Humanitarian assistance

### 7.1 People in need

7.1.1 The UN's Office for the Coordination of Humanitarian Affairs (OCHA) reported in August 2015 that 8.2 million people - nearly one quarter of the population - needed 'immediate humanitarian support as a direct consequence of violence and conflict linked to the take-over of Iraqi territory by the Islamic State in Iraq and the Levant (ISIL) [Daesh] and the counter-insurgency operation launched by the Government and its allied forces.'<sup>45</sup>

7.1.2 OCHA, in a Humanitarian Dashboard dated January 2016, gave a breakdown of those people who needed humanitarian assistance. It noted:

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<sup>43</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 7, accessed 31 March 2016

<sup>44</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>45</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Humanitarian Needs Overview 2015, 12 August 2015, [https://www.humanitarianresponse.info/en/system/files/documents/files/2015\\_iraq\\_humanitarian\\_needs\\_overview\\_0.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/2015_iraq_humanitarian_needs_overview_0.pdf), accessed 29 March 2016

- 3.3 million displaced;
- 2 million children (out of 10 million) out of school;
- 8.5 million needing health care;
- and 2.4 million food insecure.<sup>46</sup>

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## 7.2 Government support

### 7.2.1 The UN Office for the Coordination of Humanitarian Affairs (OCHA) described humanitarian needs in Iraq in August 2015:

‘The Government has provided mass relief in the form of cash grants, health support, education support, shelter and food, but is faced, for the first time in decades, with a massive fiscal gap resulting from the slump in oil prices and the high costs of the ISIL [Daesh] counterinsurgency. The situation is so grave and unexpected, the Government is being forced into pre-sales of Iraqi oil reserves. The Kurdistan Regional Government (KR-G) is equally hard-hit, struggling to cope with denied and delayed oil transfers. Hosting close to one million displaced persons and refugees, the KR-G has been forced to cut-back on public services, delay salaries and halt development and investment projects.’<sup>47</sup>

### 7.2.2 A report from the Bertelsmann Stiftung’s Transformation Index (BTI), covering the period 1 February 2013 to 31 January 2015, noted:

‘Given the weak economic and partly catastrophic security situations in wide parts of the country, most social support comes from family and tribes. The only significant social safety net is the Public Distribution System (PDS), which is the main source of food for poor people. Despite suffering from poor internal controls and inefficient supply chains, PDS has supported many Iraqi families with monthly basic food rations since its establishment in 1991.

‘Delivery of basic social services has been clearly affected by the security situation in northern and western Iraq. Around half the Iraqi wheat crop is produced in areas now under IS [Daesh] control in northern Iraq. Iraq’s wheat production is blended with imported wheat, milled into flour then distributed as part of Iraq’s PDS. Security concerns are severely affecting the distribution of wheat to PDS recipients. Moreover, the Ministry of Trade is

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<sup>46</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq: Humanitarian Dashboard (as of 31 January 2016), [https://www.humanitarianresponse.info/en/system/files/documents/files/final\\_iraq\\_humanitarian\\_dashboard\\_jan\\_2016.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/final_iraq_humanitarian_dashboard_jan_2016.pdf), accessed 30 March 2016

<sup>47</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Humanitarian Needs Overview 2015, 12 August 2015. [https://www.humanitarianresponse.info/en/system/files/documents/files/2015\\_iraq\\_humanitarian\\_needs\\_overview\\_0.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/2015_iraq_humanitarian_needs_overview_0.pdf), accessed 29 March 2016

not able to continue transporting shipments of imported wheat, under current security conditions, into areas north and west of Baghdad.<sup>48</sup>

7.2.3 A report by Refugee International, dated 2 November 2015, provided information about the Public Distribution System (PDS). The author, Daryl Grisgraber, reported from Anbar, Babil and Baghdad governorates in August 2015. The report read:

‘Even an essential social safety net, like the Public Distribution System (PDS) that provides monthly food support to huge numbers of Iraqis, has not been adjusted to keep serving the same people in new locations. Some IDPs told RI that they had had little trouble registering their new locations with the PDS and had received at least one set of rations, but most indicated that the re-registration process was slow, opaque, and ineffective. Aid agencies are sometimes able to fill in the gap while people wait for their new registrations, but many more people are simply going without food rations. The Iraqi government should immediately improve the re-registration process for IDPs so that they can continue receiving their monthly food rations even in new locations.’<sup>49</sup>

7.2.4 The source added:

‘The Iraqi government, various UN agencies, and INGOs are providing one-off assistance, but not returning to settlements for follow-up or additional support. As one volunteer camp administrator told the RI team during its visit to Baghdad, “Everyone is working... but there’s no plan.” Most IDPs RI spoke to felt they had had the opportunity to ask for what they needed from camp managers, and camp managers indicated they had been able to ask either INGOs or UN agencies in turn, but no support was forthcoming in response... In one Baghdad settlement, a request from a volunteer administrator to the Iraqi government for 1,000 tents resulted in the actual delivery of 100. While this was helpful (if partial), the IDPs were thus forced to share overcrowded tents...

‘Through its Ministry of Migration and Displacement (MoMD), the Iraqi government provides some support to IDPs, but it covers only a fraction of the needs. While the Kurdistan Regional Government (KRG) has fairly recently announced its inability to continue to assist IDPs in its jurisdiction without significant international assistance, the Iraqi government has never been able to keep up with the central and south IDP population in the first place.’<sup>50</sup>

7.2.5 The BTI also commented on the Government’s provision of healthcare:

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<sup>48</sup> Bertelsmann Stiftung’s Transformation Index (BTI), Iraq Country Report 2016, [http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI\\_2016\\_Iraq.pdf](http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI_2016_Iraq.pdf), p. 22, accessed 31 March 2016

<sup>49</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 6, accessed 31 March 2016

<sup>50</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 6, accessed 31 March 2016



'The availability and quality of the existing government-provided basic health care services are open to question, especially given that Iraq does not have a social health insurance scheme. Public expenditure on health is 1.9% of GDP (2012). Access to health services is limited (1.3 hospital beds per 1,000 Iraqis as of 2012) and geographically extremely uneven, with a strong urban/rural gap. The latest World Bank figures (2012) indicate that life expectancy at birth in Iraq is 69 years. Moreover, Iraq's pension system has structural problems in terms of financial sustainability, efficiency and equity.'<sup>51</sup>

7.2.6 The US Agency for International Development, in a briefing dated March 2016, commented:

'On February 8, UNICEF and the GoI signed a four-year plan to provide support services for vulnerable children in Iraq. The plan provides a framework for UNICEF and the GoI to promote national-level advocacy for children, strengthen data collection for improving social service delivery, and develop management skills among service providers, among other strategies for reaching Iraq's most vulnerable children with assistance.'<sup>52</sup>

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### 7.3 Non-Government Organisation (NGO) support

7.3.1 A report by Refugee International, dated November 2015, noted:

'For two years now, the humanitarian assistance that has reached people in central and south Iraq has been sporadic and inadequate. After agencies moved their centers of operation out of Baghdad in 2014, it became more difficult for them to do a first-hand assessment of the needs on the ground and to plan an approach to aid delivery. While the whole-of-Iraq approach was recognized as essential, the coordination meetings that happened in Baghdad were difficult and expensive for KRI-based staff members to attend, and the few groups that remained based in Baghdad did not have the combined resources to do a large-scale assessment and provide accordingly, even without the added complication of the security challenges. The annual, multi-agency analysis of the countrywide humanitarian situation results in a humanitarian needs overview to help inform the plans of humanitarian actors. It is a useful general document, but does not offer the sort of detail needed to support planning for specific populations...

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<sup>51</sup> Bertelsmann Stiftung's Transformation Index (BTI), Iraq Country Report 2016, [http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI\\_2016\\_Iraq.pdf](http://www.bti-project.org/fileadmin/files/BTI/Downloads/Reports/2016/pdf/BTI_2016_Iraq.pdf), p. 22, accessed 31 March 2016

<http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 6, accessed 31 March 2016

<sup>52</sup> US Agency International Development (USAID), Iraq – Complex Emergency Fact Sheet #2, Fiscal Year (FY) 2016, 4 March 2016, [https://www.usaid.gov/sites/default/files/documents/1866/iraq\\_ce\\_fs02\\_03-04-2016.pdf](https://www.usaid.gov/sites/default/files/documents/1866/iraq_ce_fs02_03-04-2016.pdf), accessed 5 April 2016

'By contrast, the generally good access to displaced populations in the KRI, and the presence of so many international actors in that region, made it easier for the groups to work together to provide an evaluation of needs and plan for meeting them. Security is a real concern in central and south Iraq and access is genuinely difficult and sometimes dangerous. Nonetheless, the UN agencies and the large INGOs that are meant to offer assistance need to immediately strengthen their presence in Baghdad to coordinate and communicate more easily with each other and the Iraqi government, to make realistic plans for continued service beyond the KRI, and to have enough human resources in the area to deliver aid in the moments when it is possible...

'In any humanitarian crisis, local people and host communities are usually the first responders. With so much territory in south and central Iraq considered too dangerous for internationals to operate in, a good portion of the lifesaving assistance that IDPs receive is provided by Iraqi NGOs and volunteers that know the local areas and have connections and access to the communities where IDPs are living. The volunteers are often from those communities themselves.

'While national and local Iraqi NGOs and groups of volunteers are providing support to IDPs in areas they can reach, the partnerships with INGOs and United Nations agencies that would normally help coordinate and fund their work have been lacking. As a result, the humanitarian response taking place in central and south Iraq is dependent upon groups with small-scale (albeit often good quality and fast-moving) operations that are struggling—for lack of funding and support—to provide adequate aid on a regular basis.

'While in Baghdad, RI met with representatives of multiple groups of Iraqi volunteers who had formed teams to provide assistance to IDPs. In areas they knew and had access to, they had figured out the types of assistance IDPs needed. They raised operational funds from the public and their personal networks, and dispensed with things like formal office space that would cost additional money. The volunteer groups then procured supplies or expertise as necessary, and travelled directly into IDP communities to offer support. For the most part, these activist groups are not registered NGOs (though a few have taken that step). They explained that the registration process has a number of specific requirements that were beyond their abilities — things like office space and equipment and having a formal board. They are also generally not in direct contact with the UN agencies, the INGOs, or the Iraqi government for their relief work. They know that these agencies and groups exist, but often do not know how to reach out to them for collaboration. These groups do, however, use social media to coordinate extensively with each other in order to bring vulnerable populations to light and to make sure they are not duplicating work amongst themselves. They are also concerned with humanitarian principles in their work, and so are interested in partnerships with organizations that uphold them and can help them learn...

'The members of the provincial council [in Babil] talked to RI about the challenges they faced in supporting the IDPs. In theory, they were supposed to get assistance from the central government for supporting the IDPs, but in

practice there was little useful communication between the two. The displaced were allowed into the town's local systems—health care, for example—but it was difficult to accommodate the large numbers of new people who needed services. One of the council members explained how he would sometimes personally refer people into the medical care process in order to get them attention in a timely manner even if they could not afford it.

'They also spoke of how two INGOs had set up two different training initiatives intended to give IDPs possibilities for livelihoods. The INGOs had been in contact with the local provincial council to get started and the council had welcomed them. But when the projects had failed for lack of planning and follow-up, the council was reluctant to continue trying to establish other similar connections with aid groups. Their connection with one of the organizers of the local group had been fruitful, as RI saw, but it was not part of a systematic plan to find IDPs and connect them to groups that could help them. As was the case in the other areas RI visited, much of the available support depended upon the connections of local individuals—sometimes in official positions and sometimes not—with an aid volunteer or a staff member of a group. The IDPs at this site repeatedly told RI that they had received no visits and no help from any organization other than the local volunteers who were hosting the RI team. It appeared that some had indeed been in contact with the provisional council members for various issues, but their numbers were few and they indicated that adequate help was rarely available. Many of them were therefore living without a reliable source of clean water or electricity, were dependent upon food distributions, and were simply scraping by any way they could.

'Even with the international investment (particularly by the United States) in building civil society over the past decade, the NGO sector in Iraq is still immature. It began building slowly in 2003, as donors were enthusiastic about funding capacity-building of the young and direct implementation projects in areas like justice and conflict resolution. While this support helped increase the numbers of groups and the activities they carried out, it did not necessarily result in robust capacity. Now, with international attention to Iraq dwindling over the past few years, there has been less support for building civil society—including humanitarian groups...

'There is an NGO forum in Iraq that includes Iraqi groups as well as INGOs, and is meant to be a coordinating and capacity-building body. There are also a number of national Iraqi NGOs that are registered, and have solid experience in humanitarian aid. In some cases, they partner with smaller local Iraqi groups and with the groups of volunteers that are managing to provide help to IDPs. With so many of the volunteer groups eager to be formally trained, both of these structures could be effective ways to reach out to those groups for capacity-building both organizationally and operationally.'<sup>53</sup>

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<sup>53</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, pp. 8-11, accessed 31 March

## 7.4 International support

7.4.1 A UN report dated July 2015 quoted Secretary-General Ban Ki-moon: 'Humanitarian agencies and partners continue to work around the clock in support of the Government of Iraq to provide life-saving assistance to the displaced. However, stocks are running low and funds are almost depleted.'<sup>54</sup>

7.4.2 An article dated 12 August 2015 by Kurt Nagl posted on the Iraqi Kurdish 'Rudaw' news website, stated:

'A paralyzing budget deficit for humanitarian aid in Iraq is worsening an already desperate situation for millions of refugees.

'The United Nations in Iraq said it needs \$500 million just to provide basic necessities to millions of refugees and internally displaced persons (IDPs) for the remainder of the year. The budget woes are threatening the country's health system when its people need help the most.

'More than 80 percent of health projects and services have been cut, according to data from the World Health Organization (WHO). Nearly 200 front-line health facilities have been suspended.

"We made major investments in the country's health infrastructure, which are all in jeopardy because of lack of funding," said Dr. Altaf Musani, the deputy WHO representative of Iraq.<sup>55</sup>

7.4.3 In a September 2015 report, the UN Office for the Coordination of Humanitarian Affairs (OCHA) stated:

'The Iraq Humanitarian Response Plan, launched in June 2015, requests US\$498 million to provide life-saving assistance and protection to 5.6 million people from July to December. To date, 40 per cent has been received against this highly prioritised plan according to the online Financial Tracking Service. Funding is coming in slowly, but humanitarian needs are outpacing available resources, which is taking a toll on response capacity.'<sup>56</sup>

7.4.4 An OCHA paper dated January 2016 noted that the Humanitarian Response Plan is 8% funded. Of the \$861 million requested, \$65 million has been

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<sup>54</sup> UN Secretary-General, 'Fourth report of the Secretary-General pursuant to paragraph 6 of resolution 2169 (2014)', 13 July 2015.

[http://www.uniraq.org/images/SGReports/N1521149%20\(2\).pdf](http://www.uniraq.org/images/SGReports/N1521149%20(2).pdf), accessed 29 March 2016

<sup>55</sup> Kurt Nagl, 'Aid organization budget woes deepen Iraq's humanitarian crisis', Rudaw, 12 August 2015, <http://rudaw.net/english/kurdistan/120820152>, accessed 29 March 2016

<sup>56</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq: Humanitarian Crisis Situation Report No. 62 (16 – 29 September 2015)

[https://www.humanitarianresponse.info/en/system/files/documents/files/ocha\\_iraq\\_humanitarian\\_situation\\_report\\_62\\_16\\_-\\_29\\_september\\_2015.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/ocha_iraq_humanitarian_situation_report_62_16_-_29_september_2015.pdf), accessed 29 March 2016

received.<sup>57</sup> However, on OCHA's website Humanitarian Response it reported that the HRP is 16% funded.<sup>58</sup>

7.4.5 In February 2015, OCHA had detailed the UN's Strategic Response Plan for Iraq covering 2014-2015, noting that it had requested US\$2.23 billion but had received only US\$833 million – 37%.<sup>59</sup> The HRP is a revision of the 2014/2015 Strategic Response Plan.<sup>60</sup>

7.4.6 A report by Refugee International, dated November 2015, noted that, around August 2014

'...many international non-governmental organizations (INGOs) moved their centers of operation out of Baghdad and into Erbil, in the KRI. This move served a practical purpose: groups wanted to make the most of providing support in areas they had access to, and the majority of the people who were in need of humanitarian aid and who could be reached without so much danger to service providers were in the three provinces of the KRI...Far less humanitarian assistance was reaching people in central and south Iraq, partly because there was little concrete information about their needs and how to deliver aid, and partly because active conflict made it practically impossible for humanitarian organizations to operate in those areas.'<sup>61</sup>

7.4.7 The US Aid Agency, in a briefing dated June 2015, reported that they, along with the US Office of Foreign Disaster Assistance (OFDA), had \$20 million of funding for 'an array of health and WASH [Water, Sanitation and Hygiene] activities in Iraq, including medical clinics and mobile health teams, as well as sanitation infrastructure installation and the delivery of safe drinking water. USAID/OFDA's WASH assistance is benefiting approximately 243,000 conflict-affected Iraqis, while its health support is reaching an estimated 478,000 people.'<sup>62</sup> The US Aid Agency noted that, since 2014, the organisation has provided more than \$47.6 million in support of the Iraq humanitarian response.<sup>63</sup>

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<sup>57</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Iraq: Humanitarian Dashboard (as of 31 January 2016),

[https://www.humanitarianresponse.info/en/system/files/documents/files/final\\_iraq\\_humanitarian\\_dashboard\\_jan\\_2016.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/final_iraq_humanitarian_dashboard_jan_2016.pdf), accessed 30 March 2016

<sup>58</sup> Humanitarian Response, Iraq, <https://www.humanitarianresponse.info/en/operations/iraq>, accessed 30 March 2016

<sup>59</sup> Office for the Coordination of Humanitarian Affairs (OCHA), Humanitarian Dashboard, 28 February 2015, <https://www.humanitarianresponse.info/operations/iraq/infographic/iraq-humanitarian-dashboard-04-march-28-february-2014>, accessed 30 March 2016

<sup>60</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>61</sup> Refugee International, Field Report, Displaced in Iraq: Little Aid and Few Options, <http://static1.squarespace.com/static/506c8ea1e4b01d9450dd53f5/t/5633c6bfe4b03216fd2ea132/1446233807064/Displaced+in+Iraq%3A+Little+Aid+and+Few+Options>, p. 4, accessed 31 March 2016

<sup>62</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>63</sup> US Agency International Development (USAID), Iraq – Complex Emergency Fact Sheet #2, Fiscal Year (FY) 2016, 4 March 2016,

7.4.8 The source also noted that the organisation supported the World Food Programme (WFP) in 'prioritizing relief activities for IDPs living in camps, delivering full rations of emergency food supplies to an estimated 222,000 camp-based individuals, in addition to supporting an additional 160,000 IDPs outside of camps...WFP provides \$16 food vouchers, primarily to IDPs in the IKR, reaching an estimated 480,000 people per month. Since [2014], USAID/FFP [Office of Food For Peace, part USAID] has provided more than \$25 million to support emergency food assistance in Iraq.'<sup>64</sup>

7.4.9 The US Aid Agency detailed various sums of international assistance to Iraq: These included:

- Kuwait providing \$200 million in humanitarian assistance particularly to aid conflict-displaced Iraqi households in central and southern Iraq and the KRI;
- the European Commission's Directorate-General for Humanitarian Aid and Civil Protection announcing a funding commitment of €25 million (\$28 million), bringing their 2015 total to €63 million (more than \$70 million);
- Norway announcing a contribution of approximately \$15.1 million to provide relief assistance through the Committee of the Red Cross, UN agencies and NGOs;
- Australia committing approximately \$6.1 million to support the World Food Programme (WFP);
- the UK Department for International Development (DFID) pledging an extra £20 million (\$31.3 million), raising their total humanitarian support to £59.5 million (\$93.4 million)<sup>65</sup> Since then DFID's assistance for the Iraq humanitarian response since the crisis began in mid-2014 to a total of approximately \$120 million.<sup>66</sup>

7.4.10 The US Aid Agency, in a briefing dated March 2016, wrote:

'In coordination with the GoI Ministry of Health and local partners, UNICEF and the UN World Health Organization (WHO) launched a new round of countrywide polio vaccinations on May 26, targeting an estimated 5.7 million children younger than five years of age. Despite the presence of high-risk conditions for an outbreak, Iraq has remained free of the polio virus since

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[https://www.usaid.gov/sites/default/files/documents/1866/iraq\\_ce\\_fs02\\_03-04-2016.pdf](https://www.usaid.gov/sites/default/files/documents/1866/iraq_ce_fs02_03-04-2016.pdf), accessed 5 April 2016

<sup>64</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>65</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

<sup>66</sup> US Agency International Development (USAID), Iraq – Complex Emergency Fact Sheet #2, Fiscal Year (FY) 2016, 4 March 2016, [https://www.usaid.gov/sites/default/files/documents/1866/iraq\\_ce\\_fs02\\_03-04-2016.pdf](https://www.usaid.gov/sites/default/files/documents/1866/iraq_ce_fs02_03-04-2016.pdf), accessed 5 April 2016

April 2014, and the ongoing polio campaign—part of the GoI’s and UN’s overall polio outreach and vaccination efforts—has immunized up to 90 percent of children throughout Iraq. UNICEF and WHO plan to conduct four additional countrywide vaccination campaigns during the next 12 months; however, the GoI has reported a resource shortfall of \$45 million required to complete planned vaccinations through 2016. Any lapse in routine immunization coverage, especially for IDP and refugee populations, could heighten Iraq’s susceptibility to the disease, according to WHO.<sup>67</sup>

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<sup>67</sup> US Aid, Iraq – Complex Emergency, Fact Sheet # 6, Fiscal Year (FY) 2015, 26 June 2015, [http://www.ecoi.net/file\\_upload/1788\\_1438001558\\_iraq-ce-fs06-06-26-2015.pdf](http://www.ecoi.net/file_upload/1788_1438001558_iraq-ce-fs06-06-26-2015.pdf), accessed 1 April 2016

# Version Control and Contacts

## Contacts

If you have any questions about the guidance and your line manager or senior caseworker cannot help you or you think that the guidance has factual errors then email [the Country Policy and Information Team](#).

If you notice any formatting errors in this guidance (broken links, spelling mistakes and so on) or have any comments about the layout or navigability of the guidance then you can email [the Guidance, Rules and Forms Team](#).

## Clearance

Below is information on when this version of the guidance was cleared:

- version **1.2**
- valid from **June 2016**
- this version approved by **Martin Stares, Head of Country Policy and Information Team**
- approved on: **June 2016**

## Changes from last version of this guidance

Reflected new guidance from AA caselaw

Updated COI

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