

INTRODUCTION

Since the official end of the conflict with the Islamic State of Iraq and the Levant (ISIL), more than 4.3 million internally displaced persons (IDPs) have returned to their places of origin across eight governorates in Iraq. IOM Displacement Tracking Matrix, the Returns Working Group and Social Inquiry designed a tool – the Return Index – to measure the severity of conditions in locations of return. The Return Index utilizes 16 indicators grouped into two scales: Scale 1, on livelihoods and basic services, and Scale 2, centered around social cohesion and safety perceptions. The aggregation of these indicators is used to create an overall severity index for every location with the returnee population. Higher scores denote more severe living conditions for returnees. The scores of the severity index are grouped into three categories: low, medium and high. If a

subdistrict has a high score on at least one of the scales, as well as a high number of families living in the area, it is classified as a 'hotspot.'¹

The Return Index provides a general understanding of key priority areas – that is, districts and subdistricts with high severity and relatively low returns – and answers the question: how well covered are the most severe areas in terms of humanitarian and development programming? This report correlates data on severity hotspots with the presence of humanitarian/development actors in order to evaluate coverage. The results should help to better identify geographical gaps in the international humanitarian response and advocate for better presence in particularly severe hotspots.

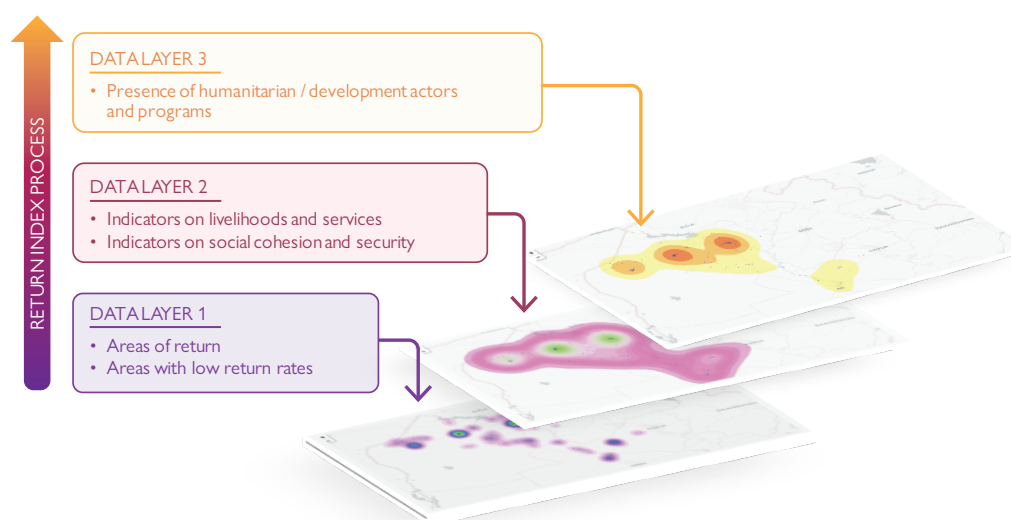
KEY FINDINGS

There is large geographical variability in terms of partner organization coverage, if measured only by number of partners present and active. Most districts of return have more than 15 partners operating (on average), but there are several districts with fewer than 10 partners.

This finding translates into different levels of coverage in relation to the returning population: while in Ana (Anbar Governorate) there is a ratio of 10 partners for every 10,000 returnees, the ratio stands at 0.4 partners for every 10,000 returnees in the districts of Ramadi and Falluja (Anbar Governorate), that is, more than 20 times less coverage. The average ratio across districts is three partners for every 10,000 returnees.

In terms of partner coverage in relation to severity of conditions, data shows that generally, humanitarian assistance tends to be concentrated in those districts with higher severity. Thus, there seems to be a positive correlation between severity and presence of partners. Some exceptions to this general relationship can be found in the hotspots of Al-Muqdadiya (Diyala Governorate), Telafar (Ninewa Governorate), and Falluja (Anbar Governorate), which fall short in terms of coverage, given their high severity levels.

Figure 1. Adding the actor coverage to the Return Index will be third layer of data, after number of returns and return conditions.



¹ Please refer to the Round 1 and Round 3 reports for more details on the methodology.

METHODOLOGY

HOW TO MEASURE ACTOR COVERAGE

There are multiple ways to measure how well an area is covered by actors: by the number of partners present, beneficiaries assisted or specific programmes and allocated funds. The selection of one of these approaches is likely to depend on the available data. The best option may be to measure partner coverage based on allocated funds; however, data on programmes and funding is not always fully transparent or available in the required geographical locations. Measurement approaches are also unlikely to capture the qualitative aspects of programme implementation and impact on beneficiaries.

The indicator used in this report is the number of humanitarian or development partners operating per district, based on data from OCHA's HRP 2019 Dashboard:² <https://www.humanitarianresponse.info/en/operations/iraq/2019-dashboard>.

The dashboard provides a 3W structure – Who, What, Where – with the number of national and international organizations present in all districts, divided by cluster/sector. The data has been filtered to obtain the number of partners operating in non-camp settings (excluding Camp Coordination and Camp Management cluster data) to minimize the risk of including partners who only target IDPs.

Assuming that a higher number of partners operating in a district means better coverage of conflict-affected populations, the aim is to evaluate if high-severity districts have a relatively high presence of actors. Data can also be sorted by presence of partners per cluster to evaluate if the current response is linked to the specific severity drivers in each district.

Table 1. Actor coverage by number of partners

	GOVERNORATE	DISTRICT	RETURNEES	TOTAL NUMBER OF PARTNERS
1	Ninewa	Mosul	955,866	65
2	Ninewa	Al-Hamdani	157,272	35
3	Ninewa	Telafar	322,848	33
4	Ninewa	Sinjar	59,694	31
5	Salah al-Din	Tikrit	171,336	28

DATA AND APPLICATION LIMITATIONS

The data does not include governmental partners nor the implementation of policies or responses by ministerial departments. Some partners may not feed programmes into the Humanitarian Response Plan 2019 Dashboard (especially local non-governmental organizations).

Higher numbers of partners in a given area may not always reflect greater humanitarian coverage – instead, the scale of organizations and programmes may play a larger role. Only partners working in programmes related to the humanitarian clusters appear in the dashboard. These clusters are more aligned with the Return Index Scale 1 (livelihoods and public services) than with Scale 2 (security and social cohesion). Partners working with security, social cohesion and peacebuilding are not counted due to lack of information.

Furthermore, it is not possible to know whether there is a “good enough” number of partners threshold – that is, how many partners may be sufficient to address a severe humanitarian situation. Therefore, the data can tell us about coverage, but not about optimal coverage.

HRP 2019 DASHBOARD

The data from the HRP 2019 Dashboard is organized into two different indicators, the total number of partners (Table 1) and the ratio of partners for each 10,000 returnees (Table 2). The second indicator represents actor coverage independent of population size (for example, the coverage of five partners in a location with 1 million people such as Mosul is not equivalent to the same number of partners in a small district with 50,000 returnees).

Table 2. Actor coverage by partners per 10,000 returnees

	GOVERNORATE	DISTRICT	RETURNEES	PARTNERS PER 10,000 RETURNEES
1	Baghdad	Kadhimia	7,764	11.6
2	Anbar	Ana	14,598	10.3
3	Kirkuk	Dabes	7,176	9.8
4	Kirkuk	Daquq	12,024	8.3
5	Anbar	Ra'ua	12,672	5.5

² Data from September 2019

ARE SEVERITY HOTSPOTS WELL COVERED?

ACTOR COVERAGE MEASURED AS THE TOTAL NUMBER OF PARTNERS PER DISTRICT

The following table shows the districts of return with severity hotspots, ranked from the most severe to the least severe based on the average Return Index score. "Actor coverage" is organized into four groups (tiers) to show different degrees of coverage. Districts in the top quartile are those with the highest number of partners, while the bottom quartile indicates those districts with the lowest number of partners. Some districts of return do not appear in the table because they have fewer than five locations

assessed and less than 5,000 returnees. These districts are Kifri, Al-Fares, Al-Shikhan, and Zakho.

Based on this indicator, the most severe districts tend to be poorly covered by partners. Of all the "High Severity" districts (highlighted in red), only Sinjar is at the top in terms of partners present. Ba'aj, Tooz and Muqdadia fall at the last quartile in terms of coverage with fewer than 10 partners operating there.

Table 3. Actor coverage by numbers of partners and severity

GOVERNORATE	DISTRICT	RETURN INDEX SCORE	TOTAL NUMBER OF PARTNERS	POSITION IN TERMS OF COVERAGE
Ninewa	Al-Ba'aj	44	5	Bottom quartile
Salah al-Din	Tooz	43	8	3rd quartile
Ninewa	Sinjar	42	31	Top quartile
Diyala	Al-Muqdadia	38	8	3rd quartile
Salah al-Din	Balad	36	14	2nd quartile
Salah al-Din	Baiji	33	22	2nd quartile
Salah al-Din	Samarra	32	10	3rd quartile
Anbar	Al-Ka'im	31	13	2nd quartile
Diyala	Khanaqin	31	13	2nd quartile
Ninewa	Telafar	30	33	Top quartile
Ninewa	Hatra	28	7	3rd quartile
Anbar	Al-Rutba	26	5	Bottom quartile
Salah al-Din	Al-Shirqat	26	12	2nd quartile
Kirkuk	Al-Hawiga	24	25	Top quartile
Salah al-Din	Tikrit	23	28	Top quartile
Baghdad	Mahmoudiya	20	5	Bottom quartile
Baghdad	Anu Ghraïn	19	7	Bottom quartile
Anbar	Falluja	19	22	2nd quartile
Ninewa	Mosul	14	65	Top quartile

ACTOR COVERAGE MEASURED AS THE RATIO OF PARTNERS FOR EVERY 10,000 RETURNEES PER DISTRICT

However, when looking at the actor coverage in relation to returnee population size, the data seems to indicate that the most severe districts are also the most covered by humanitarian partners. There is thus a positive correlation between severity and presence of partners.

Ba'aj, Tooz, Sinjar and Balad have a significantly above-the-average partner coverage, placing them at the top in terms of

coverage, in line with their high severity. Only Muqdadiya seems to show a coverage ratio that does not match its severity. On the other end of the severity scale, Telafar is also misaligned in terms of coverage and severity. For both Muqdadiya and Telafar, coverage is relatively lower than similar districts.

Table 4. Actor coverage as ratio of partners and severity

GOVERNORATE	DISTRICT	RETURN INDEX SCORE	PARTNERS PER 10,000 RETURNEES	POSITION IN TERMS OF COVERAGE
Ninewa	Al-Ba'aj	44	4.9	Top quartile
Salah al-Din	Tooz	43	2	2nd quartile
Ninewa	Sinjar	42	5.2	Top quartile
Diyala	Al-Muqdadiya	38	1.5	3rd quartile
Salah al-Din	Balad	36	2.4	2nd quartile
Salah al-Din	Baiji	33	2.5	2nd quartile
Salah al-Din	Samarra	32	1.9	3rd quartile
Anbar	Al-Ka'im	31	3.4	2nd quartile
Diyala	Khanaqin	31	1.4	3rd quartile
Ninewa	Telafar	30	1	Bottom quartile
Ninewa	Hatra	28	3.6	Top quartile
Anbar	Al-Rutba	26	1.8	3rd quartile
Salah al-Din	Al-Shirqat	26	0.9	Bottom quartile
Kirkuk	Al-Hawiga	24	1.7	3rd quartile
Salah al-Din	Tikrit	23	1.6	3rd quartile
Baghdad	Mahmoudiya	20	1	3rd quartile
Baghdad	Anu Ghraim	19	3	2nd quartile
Anbar	Falluja	19	0.4	Bottom quartile
Ninewa	Mosul	14	0.7	Bottom quartile

FOCUS ON HOTSPOT SUBDISTRICTS

The following table shows the districts that contain the most severe hotspots based on the Return Index score (see Round 4 for the full list of hotspots). Based on their level of severity, these districts should have a presence of partners relatively higher than the average.

Table 5. Combined actor coverage and severity evaluation by district

DISTRICT	KEY HOTSPOTS	RETURNEES IN DISTRICT	TOTAL OF PARTNERS	PARTNERS PER 10,000 RETURNEES	COVERAGE EVALUATION	DETAILS
Tooz	Suleiman Beg, Markaz Tooz	39,216	8	2	Average coverage	The district with the most hotspots only has 8 partners operating and the ratio of coverage per returnee stands almost at the average of the list.
Sinjar	Markaz Sinjar, Al-Shamal, Qaeyrawan	59,694	31	5.2	Good coverage	Sinjar is one of the districts with the highest number of partners as well as the highest ratio of coverage.
Balad	Yathreb	58,602	14	2.4	Average coverage	All indicators for this district are at the average of the list, but it has to be taken into account that most partners may be focused in Markaz Balad, which also hosts a large number of IDPs.
Ba'aj	Markaz Al-Ba'aj, Al-Qahtaniya	10,254	5	4.9	Good coverage	The district has only 5 partners present, but the relatively low number of returnees at the moment means that the ratio of coverage is one of the highest.
Falluja	Al-Saqlawiya	531,408	22	0.4	Poor coverage	Although the district has up to 22 partners present, but the large number of returnees (+500k individuals) makes the ratio of coverage per returnee one of the lowest across districts.
Muqdadiya	Markaz Al-Muqdadiya	53,166	8	1.5	Poor coverage	Both total number of partners and the relative coverage ratio fall significantly below the average and do not match the severity levels of this hotspot.
Average for all 38 districts with returnees		110,809	15	3		

DISCUSSING THE RESULTS

There is large geographical variability in terms of coverage. The majority of districts have +20 partners operating (the average is 15), but there are some districts with fewer than 10 partners. This variability also translates into different levels of coverage, taking into account the population: while in Ana (Anbar Governorate) there are 10 partners for every 10,000 returnees, this ratio stands at 0.4 partners for every 10,000 returnees in the districts of Ramadi and Falluja (Anbar Governorate), that is, more than 20 times less coverage.

NEXT STEPS AND PENDING QUESTIONS:

The results above are based on data for the total number of humanitarian / development partners present in each district. It remains to be tested if a measurement approach based on different indicators, such as number of beneficiaries, would lead to similar conclusions.

The previous data, however, has to be understood relative to the severity of each districts. In general, the data shows that humanitarian assistance tends to be concentrated in higher severity areas (only the districts of Muqdadiya, Telafar and Falluja fall short from what would be expected given their severity levels). Thus, there seems to be a correlation between severity and assistance and this, in overall terms, is a positive finding.

A more disaggregated analysis at the cluster level would provide more information to know if the response provided in a given district matches the actual

RETURN INDEX ACTOR LAYER MAPPING

DECEMBER 2019

IOM IRAQ

Disclaimer

The opinions expressed in the report do not necessarily reflect the views of the International Organization for Migration (IOM). The designations employed and the presentation of material throughout the report do not imply the expression of any opinion whatsoever on the part of IOM concerning the legal status of any country, territory, city or area, or of its authorities, or concerning its frontiers or boundaries.

All maps in the report are for illustration purposes only. Names and boundaries on this map do not imply official endorsement or acceptance by IOM.



© 2019 International Organization for Migration (IOM)

No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording or otherwise without the prior written permission of the publisher.