



**SAFEGUARDING
AND ENHANCING
ACCESS TO
CIVIL DOCUMENTATION
FOR
FLOOD-AFFECTED
POPULATIONS IN SINDH**

MAPPING STUDY

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Abbreviations

Acronym	Full Form
IOM	International Organization for Migration
LAS	Legal Aid Society
FGD	Focus-Group Discussion
CAPI	Computer- Assisted Personal Interviewing
NADRA	National Database and Registration Authority
BISP	Benazir Income Support Programme
CNIC	Computerized National Identity Card
DC	Deputy Commissioner
PDMA	Provincial Disaster Management Authority
IEC	Information, Education, and Communication
SBA	Shaheed-Benazirabad

Context

Pakistan experienced severe monsoon weather in the summer of 2022 with rainfall equivalent to almost thrice the national 30-year average submerging one-third of the country and impacting over 33 million individuals. Over 80 districts across Pakistan were declared as 'calamity hit', with 23 of those in Sindh . The floods not only caused mass infrastructural devastation but also had a significant impact on the socio-economic conditions of the affected population that were left displaced and forced to navigate through the calamity with limited access to information and administrative forums.

The floods also resulted in a loss of civil documentation such as Computerized National Identity Cards (CNIC), Land documents, Educational Certificates, Domicile, etc. amongst the affected population. The main purpose of civil documentation is to establish a relationship between individuals and a State to ensure the rights that derive from this legal identity under the laws of a country . The loss of such documentation has not only negatively impacted the freedom of movement of individuals but also poses a threat to their right to ownership of any property or livelihood that they once had access to. Restricted mobility, an overall lack of awareness, and limited access to state-sanctioned schemes and mechanisms have left individuals in a precarious position as they look to navigate their recovery from the disaster.

The response to these floods comprised of a 3-step approach. In the first step, known as the emergency phase, the Government of Pakistan, with the help of United Nations (UN) bodies, responded by catering to the urgent needs of the most affected population. This included providing food, healthcare, nutrition, protection, and shelter to the most vulnerable people affected by the floods. The second step, which was the recovery phase, included rebuilding houses and communities, livelihood recovery, and restoring government services. The third and last step comprises of disaster risk reduction which entails ensuring flood-resilient engineering designs, upgrading current infrastructure to improve resilience to natural disasters, and relocating essential government service centers (education, health) to low-risk areas that are relatively safe from floods⁵.

¹ <https://data.unhcr.org/en/documents/download/96001>

² <https://blogs.lse.ac.uk/mec/2019/05/03/civil-registration-and-legal-identity-in-humanitarian-settings/>

³ https://pakistan.un.org/sites/default/files/2022-09/Pakistan%202022%20Floods%20Response%20Plan%20-%20August%202022_0.pdf
<https://www.undp.org/pakistan/frp>

⁴ <https://www.undp.org/pakistan/publications/pakistan-floods-2022-resilient-recovery-rehabilitation-and-reconstruction-framework-4rf>

The civil status documentation project by the Legal Aid Society (LAS), in collaboration with the International Organization for Migration (IOM), directly feeds into the emergency and early recovery phase. The proposed response under this project, therefore, is aimed at the creation of an enabling environment and strengthened response mechanisms to support registration and recovery of civil status documentation for at-risk individuals impacted by the floods. To ascertain legal needs and gain a better understanding of the extent of the loss, a mapping study was conceptualized and carried out in the high-risk districts of Sanghar, Khairpur, Shaheed Benazirabad (SBA), Umerkot, and Dadu in Sindh. This study offers preliminary insights on the nature and extent of documentation lost during the floods, while additionally contributing to evidence that is critical to inform further community interventions planned under the project.



Introduction

This study forms part of the project titled “Safeguarding and Enhancing Access to Civil Documentation for Flood-Affected Populations in Sindh” being implemented by the LAS in collaboration with IOM Pakistan from 1st February 2023 to 30th September 2023.

The project aims at improving access to, and understanding of, registration and recovery of civil documentation for populations negatively impacted by the floods in Sindh through understanding legal needs and requirements in affected areas by conducting a mapping study, based upon which community-level interventions would be designed and mobile legal clinics deployed to enhance legal awareness along with the provision of direct legal support. The goal is to ensure that the challenges in access to civil documentation are identified and inform the project implementation.



Purpose of Study

The study was designed to identify individuals who fall in the beneficiary category for the project i.e., individuals reporting a loss in civil documentation (National Identity Cards, land documents, domicile, etc.) as a result of the 2022 floods in the 5 target districts of Dadu, Shaheed Benazirabad, Khaipur, Sanghar, and Umerkot. The mapping study was envisioned to aid and assist in the identification of beneficiaries across project districts, whilst providing cursory indications on the exact nature of the documentation that beneficiaries have either lost as a result of the floods or are unable to access due to administrative lacunas.

The recorded data was intended to further help in the identification of 'pockets' that will be targeted as part of the mobile legal clinics being conducted under the project. Beneficiaries from particular communities reporting the greatest loss of documentation will be prioritized as part of the awareness components of the project.



Methodology

The study has used multiple self-reporting and identification methods to carry out systematic mapping of beneficiaries that have lost some or multiple types of civil documentation as a result of the 2022 floods in Pakistan. The following methods were used to map the maximum number of affected individuals:

- Secondary data from the Provincial Disaster Management Authority (PDMA) and LAS's pre-existing data from its post-flood response were referred for the identification of affected communities.
- Focal persons were mapped in project districts who reported to the offices of either LAS or the District Administration.

■ Snowball sampling was used to further identify households with affected beneficiaries that were unable to report to the focal person or the reporting desk ⁶, along with limited door-to-door data collection efforts.

■ Focus-Group Discussions (FGDs) were conducted with Deputy Commissioners (DCs), Government Departments, and civil society organizations currently operationalized in flood-hit districts.

The data-collection tool was successful in capturing information from the study sample, with a total of 1,009 observations collected via manual entry and 195 observations collected via Computer-assisted personal interviewing (CAPI) using the SurveyCTO platform (attached as 'Annexure A').

Limitations

1. **Sample Size Restriction:** Due to floods and displacement, accurately determining the affected population was challenging, resulting in a limited sample size. We employed various methods to reach individuals in affected areas, such as door-to-door data collection and interviews with local officials, providing valuable insights despite the smaller sample⁷.
2. **Snowball Sampling and Self-Reporting:** Snowball sampling and self-reporting may introduce biases and incomplete information. To mitigate this, we used alternative data collection methods like SurveyCTO, implemented data quality controls, and conducted participatory methods like FGDs to ensure more comprehensive data.
3. **Lower self-reporting amongst female affectees:** Women faced barriers in self-reporting due to limited access to information and travel constraints. To address this, we employed strategies such as snowballing methodology and door-to-door interviews, ensuring a more representative sample.

⁶ Self-reporting desks were set up in the project districts by the focal persons and Field Officers for people to report their cases of loss of documentation.

⁷ Due to the limited sample size, the findings of the mapping cannot be considered as comprehensive and representative of overall trends regarding the loss of civil status documentation in target areas.

Sample Distribution

158 focal persons were identified across project districts i.e., Dadu, Khairpur, Shaheed Benazirabad District (SBA), Sanghar and Umerkot to assist in the identification of communities that had been most impacted by the floods in relation to civil status documentation. 1,204 people were identified who reported loss in documentation and these individuals were included as part of the mapping exercise, with an average of 241 respondents per district. Bifurcations of the sample based on districts, gender, and religion are highlighted in the graphs below.

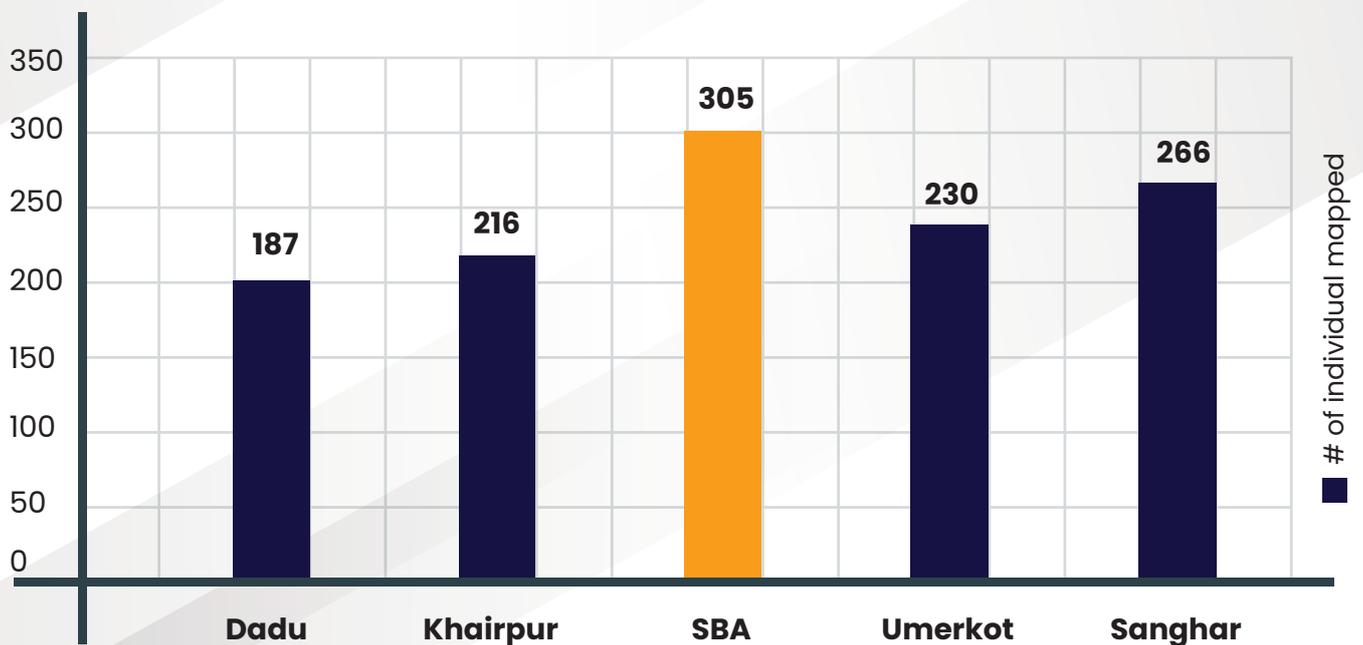


Figure 1: Number of individuals mapped per district

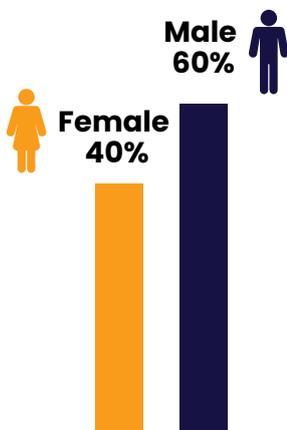


Figure 2: Breakdown of mapped individuals by gender

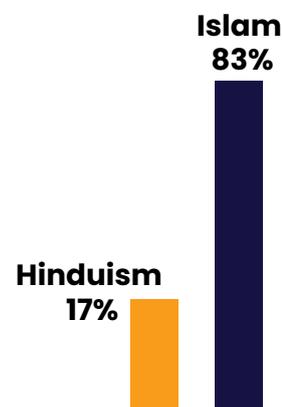


Figure 3: Breakdown of mapped individuals by religion

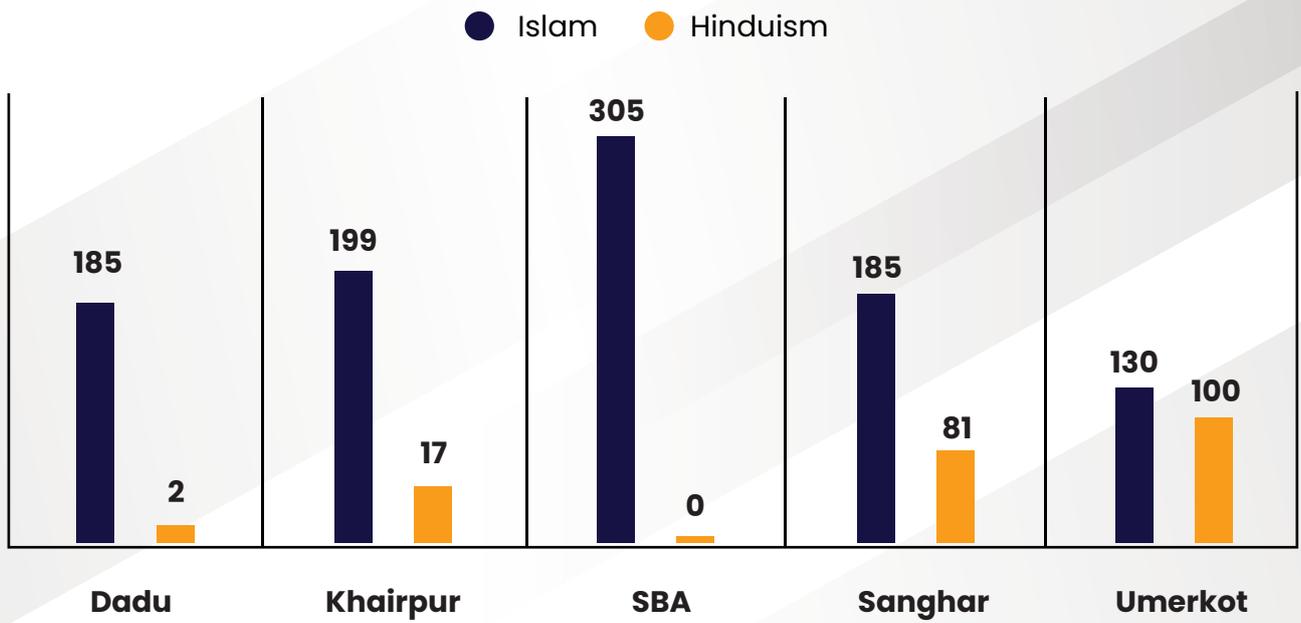


Figure 4: Breakdown of mapped individuals by districts and religion

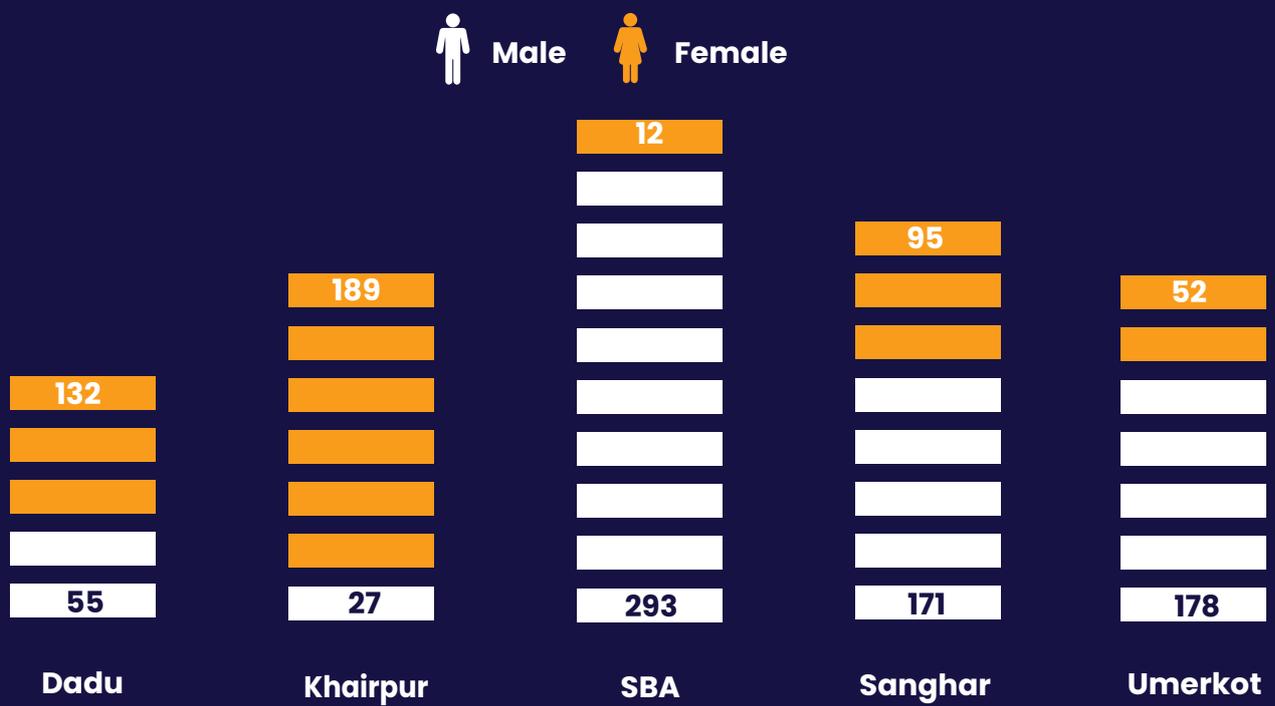


Figure 5: Breakdown of mapped individuals by districts and gender

Key Findings

1.1: Extent and nature of documentation lost

88.88% of respondents had lost some form of documentation during the floods, with the highest number of losses pertaining to documentation concerning the Benazir Income Support Program (BISP) ; a social-protection scheme under which individuals from vulnerable and marginalized communities are entitled to financial benefits for themselves and their children. The beneficiaries of BISP receive a quarterly stipend of PKR 8,750. The scheme aims to empower and support women regardless of political inclinations, racial identity, geographical location, and religious beliefs. Benazir Kafaalat Programme is an essential component of BISP which functions as a single cash transfer program, allowing women to have access to financial support.

A detailed description of the nature of the documentation lost is provided below:

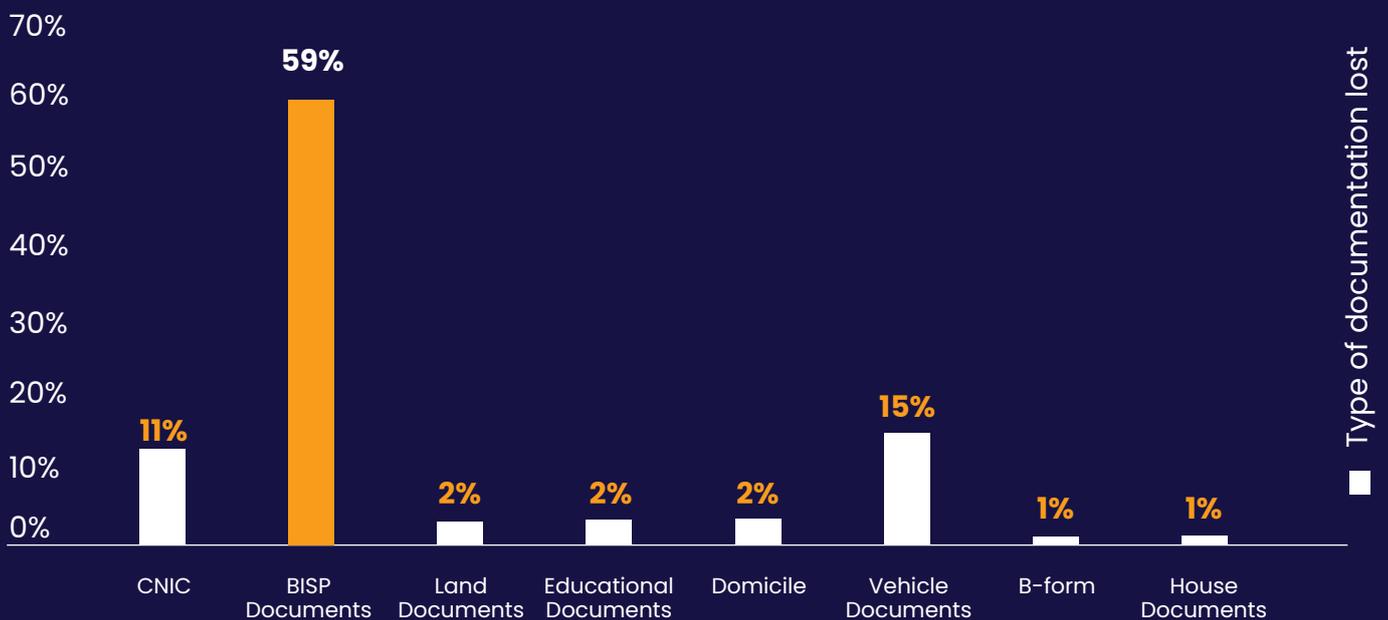


Figure 6: Nature of documentation lost

⁸ The Benazir Income Support Program (BISP) issues a card for people to access the cash assistance offered by the program. The beneficiaries cannot access the cash assistance if they fail to provide a valid BISP card.

Type of Documents	Dadu	Khairpur	SBA	Sanghar	Umerkot	Frequency
CNIC	2	28	3	68	26	127
BISP documents	127	176	292	175	46	816
Land documents	19	0	5	2	4	30
Education documents	20	3	1	0	0	24
Domicile	17	2	0	0	1	20
Vehicle documents	17	0	292	10	1	320
House documents	4	0	0	0	0	4
B-form ⁹	0	0	1	9	4	14
No document loss	0	0	0	6	128	134

Table 1: Breakdown of document loss reports by type of document lost and district

While only **11%** of the total sample had lost CNICs during the floods, what is interesting to note however is that 110 individuals had also responded as not having registered for a CNIC at all, due to an inability to access registration centers and a lack of awareness of the documentation required to process applications for CNICs.

Table 1 presents the breakdown of document loss frequency based on district and document type. Among all districts, the most commonly reported type of document loss was related to BISP documents. Notably, in SBA, a significant proportion of respondents (**49%**) also reported the loss of vehicle documents, whereas this proportion was minimal in other districts. Additionally, it is worth mentioning that **60%** of respondents in Umerkot reported no document loss, unlike all other districts except Sanghar, where all respondents experienced some form of document loss.

It is also important to understand the negative impact of the loss of BISP-related documentation during the recovery phase for individuals. During the FGDs that were conducted, representatives from Government Departments highlighted that the disbursement of funds and various social-protection schemes as part of the recovery phase were provided through the BISP. However, those that had either lost their BISP documentation or had their accounts blocked due to inability to submit the prerequisite updated documents, were unable to access any of these schemes.

Moreover, whilst an extremely small sample mentioned the loss of birth registration certificates (B-Forms), the FGDs revealed that there is a large gap in awareness concerning registering births within their districts. 76% of respondents reported having a child under the age of 18 as part of their household, and therefore it is inferred that the inability to register B-Forms for their children had left them unable to access financial benefits and schemes under BISP that are released specifically for child-care and educational support. This could also serve as a potential intervention opportunity whereby if we increase awareness of such schemes, this could help incentivize women to apply for civil documentation (such as B-forms, CNIC, and so on).

⁹ The B-Form, also known as Child Registration Certificate (CRC), is a registration document used to register minors under the age of 18 years.

18.26% of respondents claimed to have lost some form of property documentation (land, vehicles, and house registrations) in the floods thereby unable to showcase proof to access any financial schemes that are currently being released through the local government to compensate for property loss/damage¹⁰.

1.2: Religion-wise breakdown of Individuals reporting a loss in documentation

Figures 3 and 4 present the breakdowns of mapped individuals by religion and gender, offering valuable insights into the religious demographics of the five districts. Upon examining the aggregated sample, it is evident that **17%** of the beneficiaries identify as Hindus. However, when we analyze the sample on a district level, it becomes apparent that the proportion of Hindus in the aggregated sample is inflated due to the higher presence of Hindus in Umerkot (**43%**) and Sanghar (**30%**).

Notably, our sample from SBA did not include any Hindus, indicating a significant difference in religious composition compared to the other districts. In the case of Khairpur, the proportion of Hindus in our sample was **7%**, while in Dadu, it was only **1%**.

A total of 205 reports were collected among Hindus, while 1284 reports were collected from Muslims. Among the Hindu respondents, the three most frequent responses regarding the types of documents they had lost were as follows: BISP documents (**39%**), CNIC (**24%**), and no document loss (**33%**). In comparison, within our sample of Muslims, the most prevalent responses were BISP documents (**57%**), followed by vehicle documents (**25%**) and CNIC (**6%**).

1.3: Gender-wise breakdown of Individuals reporting a loss in documentation

Our overall sample consists of 480 women, accounting for **40%** of the total, and 724 men, representing **60%**. Khairpur and Dadu districts contribute significantly to the female sample, making up **39%** and **28%** respectively. Moreover, within these districts, women constitute a substantial proportion of the total sample, accounting for **87%** in Khairpur and **71%** in Dadu. However, female representation is notably low in SBA, where women make up only **4%** of the respondents.

¹⁰ For more information on the impact of the 2022 floods on Housing Land and Property (HLP) in Sindh

: <https://pakistan.iom.int/sites/g/files/tmzbd11121/files/documents/2023-04/HLP%20Report-20%20Feb%202023-v5.pdf>

When examining the most frequent type of document loss reported among females in Dadu, it is primarily related to BISP documents, with 127 reports. On the other hand, among males in Dadu, the most prominent type of document loss is land documents, with 19 reports. This trend of BISP document loss among females can be observed in all other districts as well. However, for males, the most prevalent type of document loss varies across districts.

The table below provides further details on the most frequent type of document loss reported by gender and district.

Gender	District				
	Dadu	Khairpur	Sanghar	SBA	Umerkot
Male	Land documents	CNIC	BISP	BISP	CNIC
Female	BISP	BISP	BISP	BISP	BISP

Table 2: Most frequently reported type of document lost, bifurcated by gender and district

All women in our sample (480) reported having lost some form of documentation themselves during the floods, and with restricted mobility, it had become even more difficult for them to access resources to recover their documentation. On the other hand, only 80% of men had lost documents themselves while the remaining only reported loss of documentation of a family member.

Even more importantly, over **80%** of reported lost documentation pertains to BISP documents, which are exclusively registered for female household members, thereby revealing that women are disproportionately more affected by loss in civil documentation as a result of the floods. Even more importantly, their restricted mobility inhibits them from reporting this loss in the documentation on their behalf.



1.4: Loss of documentation for family members

164 respondents (14%) reported that at least 1 member of their family had lost some form of documentation. Amongst the type of document loss among family members, the most prevalent documents reported were BISP documents (80%) and CNIC (19%). Other lost documents included educational and property certificates.

According to the collected data, male respondents were more likely to report document loss for family members with 402 reports by males (70%) stating that their family has lost documents. On the other hand, only 5% of the females reported missing documents by family members.

Furthermore, among male reports, the most frequently reported documents lost by family members were BISP-related documents.

1.5: Renewal of Documentation

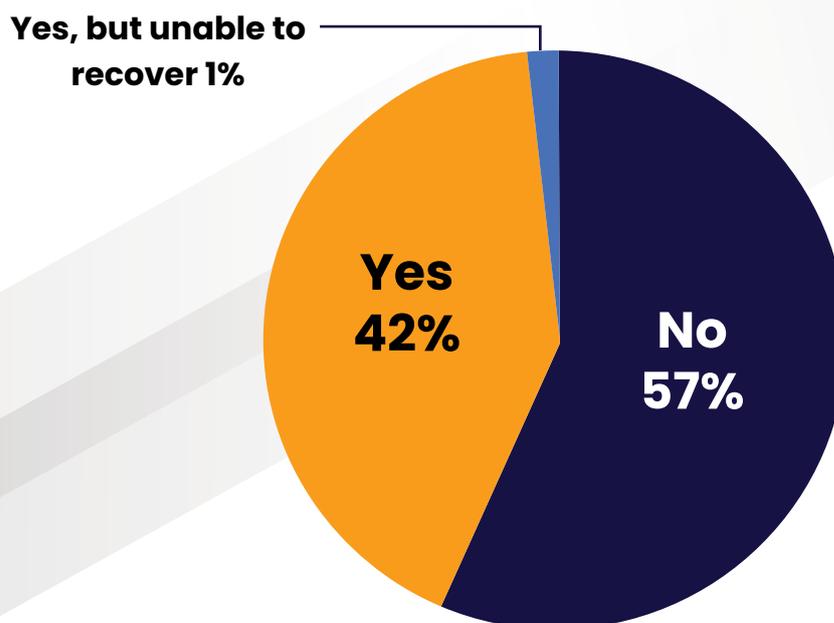


Figure 6: % of people who have initiated recovery proceedings for lost documentation

679 respondents reported as not having initiated any legal processes to renew/recover documentation that had been lost in the floods whilst 17 reported as being in the middle of proceedings but unable to access documentation as of yet. This is indicative of a lack of awareness among individuals for pathways that are needed to be undertaken to register for documentation and is further amplified due to restricted mobility and access.

Way Forward

The data from the mapping study will inform our implementation strategy. Based on the above findings, our strategy will consist of the following:

1. Legal awareness sessions will emphasize topics on the 3 major types of documents lost (based on the data collected) and how they can be accessed. This will increase the relevance and utility of these sessions as well as make these sessions more engaging.
2. Based on the data collected on beneficiaries, these individuals will be engaged with and provided legal support. The support will be provided in 4 major ways, through mobile legal clinics:

a)
Providing legal awareness sessions on topics pertaining to the 'Importance of civil documentation', 'Social protection schemes', 'How to approach NADRA', 'How to apply for documentation', etc.

b)
Disseminating Information, education, and communication (IEC) materials on the above topics.

c)
Conducting one-on-one legal consultation services for beneficiaries who request it. This way tailored legal advice can be provided.

d)
Encouraging beneficiaries to route their queries to the Sindh Legal Advisory Call Center (SLACC) where a team of dedicated lawyers can help provide guidance.

3. Meetings will be conducted with government stakeholders and relevant partners to inform them about where document loss is most prevalent and what type of document loss has been reported most frequently and identify potential synergies as well as joint initiatives.
4. Capacity-building sessions on the importance of civil status documentation for relevant actors, including Government officials, humanitarian and recovery actors, civil society actors, and UN agencies, will be designed and rolled out in the coming period.
5. Using spot-check tools and insights from the M&E team, the lesson plans will be tailored to suit the needs of the population and increase engagement, retention, and overall impact. Moreover, existing mechanisms will be strengthened to ensure confidentiality.

Survey CTO - Annexure A

Instructions for the Interviewer:

This mapping tool is designed to capture the extent to which the 2022 floods in Pakistan have contributed towards loss in civil documentation for the flood affected. As a consequence, the tool aims to understand awareness of and access to the Social Protection Schemes that the Government of Sindh is providing amongst flood affected, and the gaps that they are facing in accessing their rights, particularly as a result of loss in civil documentation.

All sections of this tool capture critical information. Please try your best to not skip any questions. In case the respondent shares certain details that you feel are not captured by this tool, please note these down in the open-ended section provided at the end.

Introduction to the Household:

Assalam o Alaikum. My name is _____, and I am working for the Legal Aid Society. Legal Aid Society is working on identifying affectees who have lost their civil documentation as a result of the recent floods in your community and connecting them with the relevant government bodies to expedite access to Social Protection schemes in the short run, and justice in the long run.

This exercise aims to:

- A. Identify the extent of loss of civil documentation in flood affected communities,
- B. Understand level of awareness of Government Social Protection Schemes, and
- C. Understand community's Access to civil registration platforms.

A1:	District Name
A3:	Union Council (UC) Name
A3a:	City/Town/Village Name
A5:	Respondent Gender (do not ask out loud- note down only)
A6:	Respondent Age in Completed Years
A7:	Respondent Religion (circle one only)
A8:	Respondent Highest Level of Education
A9:	Profession (circle one, which is the primary occupation):
A10:	Marital Status
A11:	What is the average monthly household income of your household?
A12:	Does respondent have a CNIC card of their own?
A13:	Currently, how many members are there in your household? By household, I mean members that share a kitchen.
	Please tell me the total number of household members.
A13a:	Please tell me household members that are above 18 years of age.
A13b:	Please tell me household members that are below 18 years of age. Please correct count of household member.

B1:	Can you please specify the nature of the documentation that you have lost as a result of the 2022 floods? (select all that apply)
B4:	Has any member of your family apart from you lost any type of civil documentation as a result of the 2022 floods?
B8:	Have you applied for any documents to be updated that is still pending in process, like update in CNIC address etc.?
C1:	Are you aware of the Social Protection Schemes launched by Government for the Sindh Flood Affectees?
C3:	<p>Have you applied for any of the Social Protection Scheme for flood affectees?</p> <p>Respondent's Phone Number Enter "98" if NO phone number or do not want to give.</p> <p>This is END of the survey. Thank you!</p> <p>Geo-coordinates:</p> <p>Latitude--N "If you do not have GPS, enter "98</p> <p>Longitude--E "If you do not have GPS, enter "98</p> <p>Interviewer Name</p>

Focus Group Discussion Guide – Annexure B

LEGAL AID SOCIETY

SAFEGUARDING AND ENHANCING ACCESS TO CIVIL DOCUMENTATION FOR FLOOD-AFFECTED POPULATIONS IN SINDH

Purpose

The purpose of this guide is to help you implement the FGD tool that has been designed to gather data from stakeholders. Using this tool, we will be able to understand how administrative departments work, what organizations they work with, what are the roadblocks that members face, and how we can strengthen them to increase access and awareness to civil documentation for individuals impacted by the floods.

What is a Focus Group Discussion?

A Focus Group Discussion (FGD) is a method for collecting qualitative data that gathers a group of individuals to discuss a specific topic. In this case, we are gathering a variety of stakeholders in various districts of Sindh to understand their work.

Instructions for implementing the FGD tool:

Introduction

Before you start the Focus Group Discussion, please ensure that you have introduced yourself properly and that you have taken consent. Please also explain the purpose of the meeting (which is that LAS is trying to understand how DPCs function in order to improve/strengthen their capacity in the future).

You can use this as a template for the introduction:

“Good morning/Good afternoon. My name is/ Our names are _____”

“We work for Legal Aid Society, Karachi. Legal Aid Society is a non-governmental organization that has been working in various districts of Sindh (and now Gilgit Baltistan) on a variety of projects such as Sexual Violence, Child Rights, Alternate Dispute Resolution, and Women’s Right to Property. We are currently working on a project that aims to improve religious minority communities’ access to justice. This project is operational in 8 districts of Sindh: Karachi, Hyderabad, Dadu, Larkana, Sukkur, Khairpur, SBA, and Sanghar. Under this project, we are interviewing members of various District Peace Committees operating in these regions to understand how DPCs function. Any information that you provide will be used to create a strategy to strengthen DPCs and make it easier for them to function”

Tips for implementation of the tool:

- One person should facilitate the conversation while the other person takes notes
- The facilitator should ensure that one person is not dominating the conversation and that participants aren’t talking over each other.
- The facilitator should also ensure to steer the conversation back to the relevant issue if the participants start talking about irrelevant topics

QUESTIONS FOR FOCUS GROUP DISCUSSION

Sr no	Questions	Probing questions (use when necessary)	Rationale
1	How was the flood-response designed within your district?	Were communities and beneficiaries mapped? What was the criteria for disbursement of relief?	To understand the disbursement rationale in the district and if there is any pre-existing data
2	Were individuals required to provide identity documentation to avail any immediate relief?	Did beneficiaries have to show their CNICs?	To understand if individuals had access to civil documentation

Sr no	Questions	Probing questions (use when necessary)	Rationale
3	Do you currently have a mapping of individuals that have lost their civil documentation due to the floods?	How many people have been able to gain access to financial relief? How many people have registered to BISP?	To understand current scenario of access to civil documents
4	Do you have a mapping of how many individuals within your district are registered i.e. have civil documentation?		Helps to get a sense of whether or not majority of population has civil documentation and if there is any data available for it
5	Have departments relied on CSOs for mapping data?	If so, how frequently have they communicated? Is that data readily available?	To understand how coordinated the response has been
6	How many individuals have registered themselves for BISP or other social protection schemes?	Is that data available? If so, how many of them have received the financial support already?	To understand efficacy of financial schemes disbursement
7	Are there any avenues available for individuals to report a loss of civil documentation?	If so, what is the overall timeline for registration/recovery process like?	To gauge overall timelines and access issues
8	Are community members aware of all financial/social protection schemes?	If so, how have you channeled that communication out?	To understand means of communication/awareness raising in the district



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