



Bali Process Toolkit for Inclusive Civil Registration



REGIONAL SUPPORT OFFICE
THE BALI PROCESS

Bali Process Toolkit for Inclusive Civil Registration



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FOREWORD

Over the last decade, civil registration has come to the forefront of the development agenda on the global, regional, and national levels. Sustainable Development Goal Target 16.9 envisages that States will provide legal identity, including birth registration, for all by 2030.¹ Several regional, large-scale initiatives have called for comprehensive, transparent, and non-discriminatory civil registration and vital statistics (CRVS) systems. In Asia and the Pacific, many governments committed to this goal when they adopted the Ministerial Declaration to “*Get Every One in the Picture*”, proclaimed the “*Asia and Pacific CRVS Decade 2015-2024*”, and created the vision that “all people in Asia and the Pacific will benefit from universal and responsive CRVS systems facilitating the realisation of their rights and supporting good governance, health and development.”² In 2021, an ESCAP Ministerial Declaration on “*Building a More Resilient Future with Inclusive Civil Registration and Vital Statistics*”³ re-affirmed the commitments. During the Seventh Ministerial Meeting in 2018, Member States likewise acknowledged the importance of comprehensive civil registration and vital statistics as part of a comprehensive approach to addressing irregular migration. These Declarations set benchmarks for domestic laws, policies, and administrative practices working towards universal access to civil registration.

Against this background, the Regional Support Office of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime and the United Nations High Commissioner for Refugees (UNHCR) Regional Bureau for Asia and the Pacific jointly developed the “*Bali Process Toolkit for Inclusive Civil Registration*” as an updated version of the “*Bali Process Civil Registration Assessment Toolkit*”.

The Toolkit intends to reduce civil registration gaps as a risk factor for trafficking in persons and irregular migration, whilst also contributing to reducing the vulnerability of trafficked persons. The Regional Support Office of the Bali Process envisages that this Toolkit will inform the further implementation of Bali Process initiatives at the national level on civil registration. From UNHCR’s perspective, the inclusion of refugees, asylum seekers, displaced persons and stateless individuals into mainstream civil registration systems is also a way to strengthen resilience, increase access to durable solutions, and reduce the risk of statelessness.

While the Toolkit has primarily been designed to support the inclusion of refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality, the approaches contained within can also be applied to other communities facing unequal access to civil registration. We hope this Toolkit will be widely used and shared among interested States, particularly actors who work on improving their civil registration systems. Ultimately, this Toolkit may inform national endeavours to increase registration rates and to include marginalized⁴ population groups into existing national civil registration systems.



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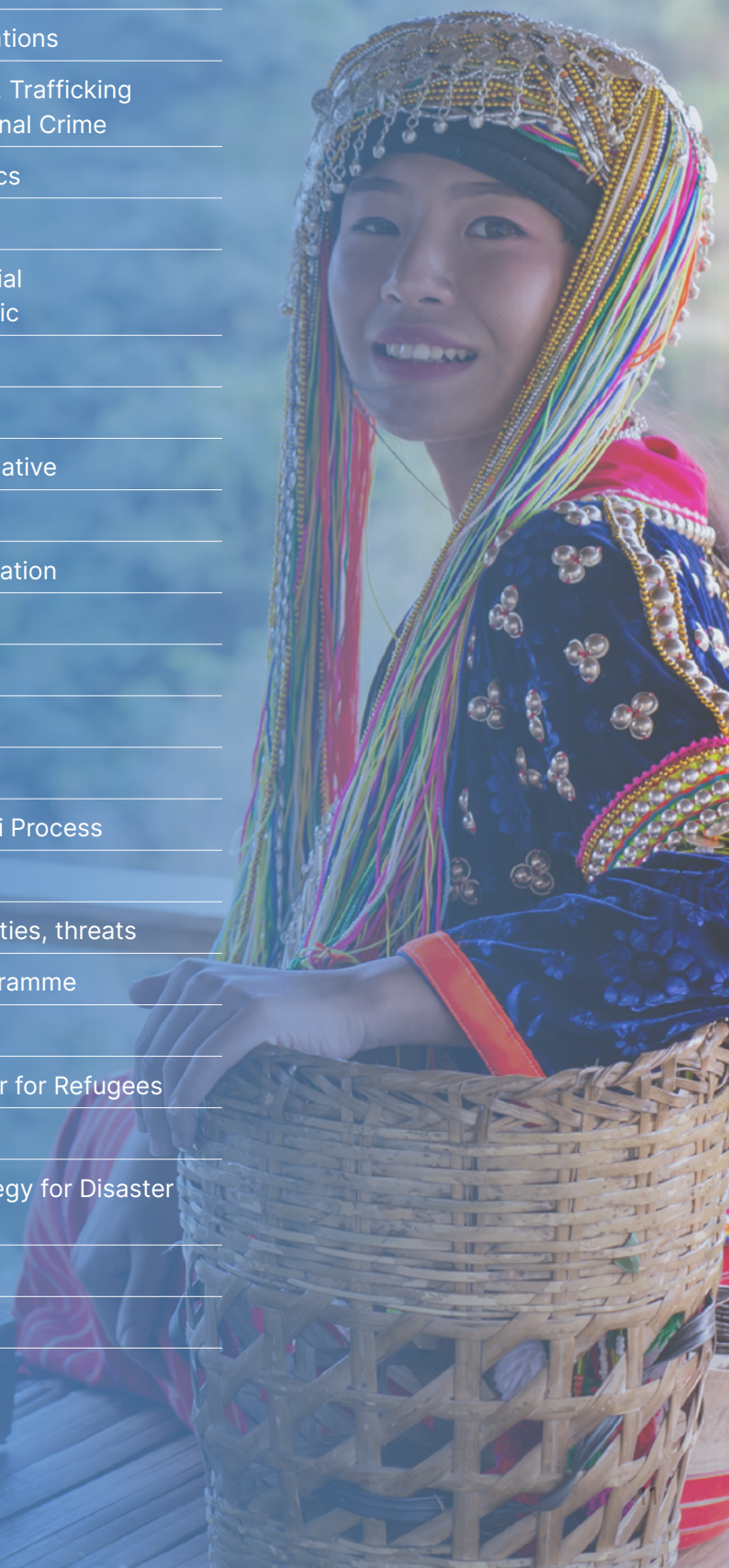


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ABBREVIATIONS

ADB	Asian Development Bank
AICHR	The Association of Southeast Asian Nations Intergovernmental Commission on Human Rights
APAI	The Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
ASEAN	Association of Southeast Asian Nations
Bali Process	Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime
CRVS	Civil Registration and Vital Statistics
DHS	Demographic and Health Survey
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
HIS	Health Information System
ID	Identification
ID4D	Identification for Development initiative
IDPs	Internally displaced persons
IOM	International Organization for Migration
MICS	Multiple Indicator Cluster Survey
NGO	Non-governmental organisation
NRD	National Registration Department
NSO	National Statistics Office
RSO	Regional Support Office of the Bali Process
SDG	Sustainable Development Goal
SWOT	Strengths, weaknesses, opportunities, threats
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UNSD	United Nations Statistics Division
WHO	World Health Organization



INTRODUCTION

What is the Bali Process Toolkit for Inclusive Civil Registration?

This “*Bali Process Toolkit for Inclusive Civil Registration*” is an updated and shortened version of the “*Bali Process Civil Registration Assessment Toolkit*”. The aim of both Toolkits is to support Bali Process Member States to develop more inclusive national civil registration systems. For the authors, this means, primarily, making these systems truly universal and giving access to refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality. The content of the revised version has been shortened and the language has been simplified to reach a larger audience of practitioners. The current edition of the Toolkit has three parts: Part 1 explains the importance of civil registration with a particular emphasis on specific marginalized groups. Part 2 presents methods for assessing the civil registration of these population groups. Part 3 provides a set of tools, such as templates, standard operating procedures (SOPs), checklists, samples, models, and questionnaires. Readers are encouraged to adapt these Tools to their own needs and national contexts. The Tools can be modified to assess inequalities in civil registration that affect a wide range of marginalized, vulnerable, or hard-to-reach populations.

What is Civil Registration?

Civil registration is the official recording by the State of births, deaths, marriages, and other vital events that happen among the population in its territory. Civil registration can be defined as “the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events pertaining to the population, as provided through decree or regulation in accordance with the legal requirements in each country.”⁵ In this context, vital events are incidents concerning the life and civil status of individuals and their family members, such as birth, death, foetal death, marriage, and various forms of adoption and marriage dissolution. The civil registration of vital events results in the creation of a permanent record and the issuance of legal documentation such as birth, death, and marriage certificates. These certificates serve as formal legal evidence that the events happened as registered.

Part 1



explains the **importance of civil registration** with a particular emphasis on specific marginalised groups.

Part 2



presents **methods for assessing** the civil registration of these population groups

Part 3



provides a **set of tools**, such as templates, standard operating procedures (SOPs), checklists, samples, models, and questionnaires.

For individuals, the evidence can be essential for proving their legal identity and family relationships. These are generally fundamental for exercising their rights, accessing social services, and obtaining other identity documentation, such as ID cards and passports. At the same time, the continuous collection of population data through civil registration helps governments to keep track of people within their territory. Governments can thus plan for the development and delivery of public services. Typically, civil registration also provides the foundation for identity management systems and national population databases.

Civil registration is a fundamental function of public administration. Birth, death, and marriage certificates to prove legal identity and family relationships are critical for everyone. However, some population groups face greater barriers in having their vital events recorded in mainstream civil registration systems. Refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality are particularly affected by such barriers.

For displaced persons, civil registration is crucial to gaining access to durable solutions, such as access to education and labour markets, and building resilience in the host country, resettlement to a third country, and voluntary return to the country of origin. In addition, civil registration reduces the risk of statelessness among displaced persons.

Essential Features of Civil Registration

The primary objective of civil registration is to record and archive official, permanent records of vital events. These records can serve as legal documentation for individuals in the form of certified records, such as birth, death, and marriage certificates. These records and legal documentation have several legal, administrative, statistical, and other uses. The following table explains typical characteristics of civil registration:

Continuous and permanent	States should register vital events as they occur and on an ongoing basis, and the records should be retained indefinitely, including through safe and secure storage and archiving.
Compulsory	The registration of all vital events that occur within a State's territory and jurisdiction should be mandatory.
Universal	States should register all vital events that occur within their territory and jurisdiction, irrespective of the characteristics of the individuals involved such as their ethnicity, gender, religion, nationality, legal status, immigration status, or any other features. To realise universal civil registration, States need to make special efforts to address gaps and barriers experienced by population groups that have lower rates of civil registration.
Confidential	Civil registration should respect the privacy of individuals involved in vital events. There should be clear, legally defined provisions on how the information is protected and who can access it.
Timely	Following the occurrence of a vital event, registration should be done as soon as possible because of the increasing likelihood, as time passes, of inaccurate reporting of the vital event, or of failure to report altogether.
Accurate	The data collected should be correct since this information has implications for both rights of the registered individual and the integrity of the records.



PART ONE:

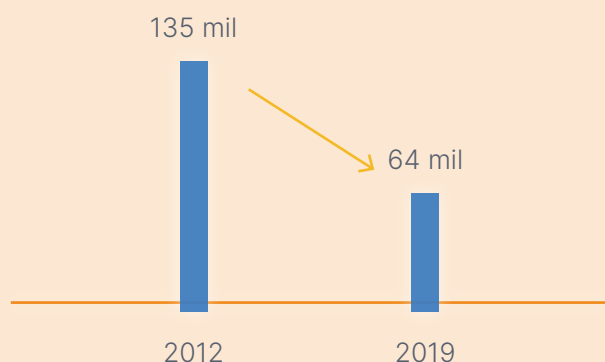
The Importance of Civil Registration of Refugees, Asylum Seekers and Persons who are Internally Displaced, Stateless, or of Undetermined Nationality

1 | Global and Regional Context

Civil registration plays an important role for achieving the broader development agenda such as the 2030 Agenda for Sustainable Development. Improving civil registration systems has been the focus of several global and regional initiatives, and many States have placed this goal at the forefront of their development agendas. In Asia and the Pacific, the development of civil registration systems varies from country to country and some countries have improved their civil registration systems in recent years.⁶ As a result, birth registration rates in the region have also increased.

The number of unregistered children in Asia and the Pacific under the age of five went down continuously during 2012-2019. In 2019, out of 64 million unregistered children under the age of five in this region, more than 50 million of them lived in South and Southwest Asia.⁷ Notably, while registration rates are increasing, challenges persist, such as difficulties in accessing remote registration points, complex procedures and documentation requirements, language barriers, lack of awareness regarding the importance of civil registration, and other obstacles affecting marginalized and vulnerable individuals.⁸

Number of unregistered children under five in Asia and the Pacific decreased between 2012-2019



One in five children is still unregistered in 2019



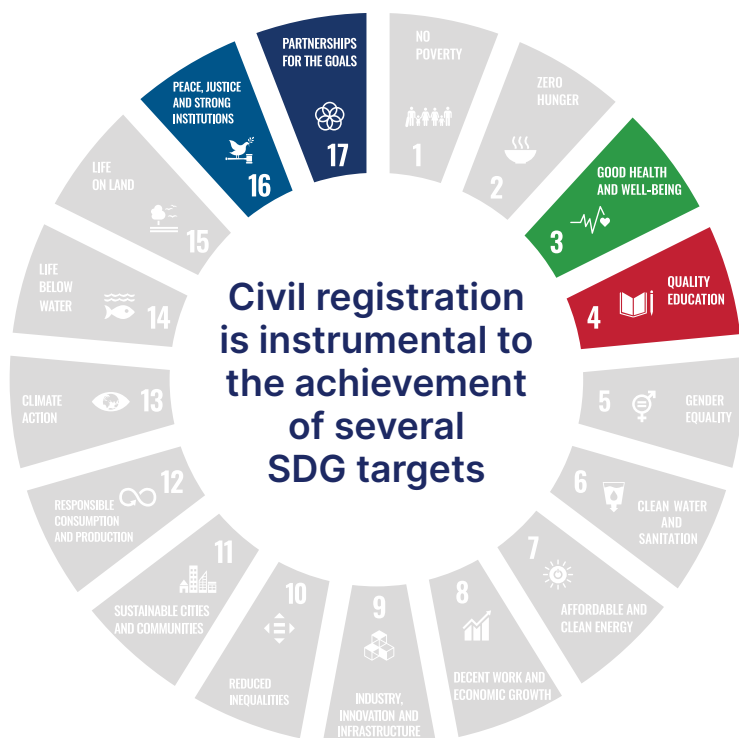
The majority of unregistered children under five live in South and Southwest Asia



Infographics adapted from ESCAP, Getting everyone in the picture: A snapshot of progress midway through the Asian and Pacific Civil Registration and Vital Statistics Decade, 2021.

1.1 | CIVIL REGISTRATION AND THE SUSTAINABLE DEVELOPMENT GOALS (SDGs)

When UN Member States adopted the 2030 Agenda for Sustainable Development in September 2015, they committed to 17 Sustainable Development Goals. States also pledged to ‘leave no one behind’, setting a standard that no SDG or target should be considered met unless it is met for every population subgroup. Civil registration has been recognised as an important driver for achieving the SDGs. Including marginalized or vulnerable population groups in mainstream civil registration systems is fundamental to ensure that they are not left behind. In this context, the inclusion of refugees, asylum seekers, internally displaced persons, stateless, or persons of undetermined nationality is of particular importance.



SDG Target 16.9 is to provide legal identity for all, including birth registration by 2030.

The indicator for this target - 16.9.1 - is birth registration completeness of children under the age of five. States are thus called upon to reach universal birth registration for children born in their territories, including children born to parents who are refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality.



SDG target 3.8: to achieve universal health coverage, including access to essential medicines and vaccines for all.

This can be facilitated by better civil registration systems. Without birth registration or a certificate, a child may face additional challenges to accessing health care.⁹



SDG target 4.1: to ensure that all girls and boys complete free, equitable, and quality primary and secondary education.

Birth registration helps governments to monitor progress and deliver on this target.¹⁰

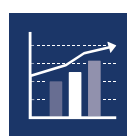


SDG target 16.2: to end abuse, exploitation, trafficking, and all forms of violence against children.

Birth registration enables children to prove their age, and thus receive appropriate protection.



SDG target 17.18: to increase availability of high-quality data



SDG target 17.19: to support statistical capacity building in countries that are directly related to data generated on the basis of better civil registration systems.¹¹

1.2 | ASIA AND PACIFIC CRVS DECADE 2015-2024

In 2014, United Nations Economic and Social Commission for Asia and the Pacific (UN ESCAP) Member States adopted a [first Ministerial Declaration on civil registration](#) at the “Ministerial Conference on Civil Registration and Vital Statistics (CRVS) in Asia and the Pacific”.¹²

In support of these objectives, Member States proclaimed the “[Asia and Pacific Civil Registration and Vital Statistics Decade \(2015-2024\)](#)”¹³ and endorsed a [Regional Action Framework](#)¹⁴ that guides the implementation of the Ministerial Declaration.

Main Objectives of Ministerial Declaration on CRVS (2014)



1 Universal civil registration of births, deaths and other vital events.



2 All individuals are provided with legal documentation of civil registration of births, deaths and other vital events, as necessary, in order to claim identity, civil status and ensuing rights.



3 Accurate, complete and timely vital statistics (including on causes of death), based on registration records, are produced and disseminated.

Notably this first Ministerial Declaration noted the links between civil registration, refugee protection, access to durable solutions for refugees, and the prevention of statelessness.¹⁵ It also recognised the need to address disparities in civil registration affecting hard-to-reach and marginalized populations, including ethnic and religious minorities, indigenous people, migrants, non-citizens, asylum seekers, refugees, stateless people, and people without documentation.¹⁶

A [second Ministerial Declaration on civil registration](#) in November 2021 re-emphasised the need to improve civil registration and vital statistics in the region.¹⁷ In May 2022, UN-ESCAP adopted a [resolution endorsing the second Ministerial Declaration](#).¹⁸

This Declaration recognised that additional actions were necessary to ensure “civil registration coverage among hard-to-reach populations and people in vulnerable situations, including people living in rural, remote, isolated or border areas, indigenous peoples, local communities, migrants, non-citizens, asylum seekers, refugees, stateless persons, internally displaced persons, domestic workers, persons with disabilities, foundlings and persons without documentation”.¹⁹ Furthermore, the Declaration calls upon Member States to identify gaps regarding equal access to civil registration systems, and to take measures to remove all barriers to civil registration that affect hard-to-reach populations and people in vulnerable situations, such as women and children, persons with disabilities, migrants, refugees, asylum seekers, stateless persons, internally displaced persons, domestic workers, foundlings and persons without documentation.²⁰

1.3 | OTHER INITIATIVES

UN LEGAL IDENTITY AGENDA

The [UN Legal Identity Agenda](#) pursues a holistic approach to civil registration, vital statistics, and identity management.²¹ It calls on UN Member States to adopt and implement this agenda for ensuring universal civil registration, resulting in legal identity for all.²²

UNHCR GLOBAL ACTION PLAN TO END STATELESSNESS

In 2014, UNHCR launched the [Global Action Plan to End Statelessness by 2024](#) (GAP). The GAP comprises 10 actions that aim to resolve existing situations of statelessness, prevent new cases of statelessness from emerging, and better identifying and protecting stateless persons. GAP action 7 is to ensure birth registration for the prevention of statelessness. GAP action 8 is to issue nationality documentation to all persons who are entitled to it.²³

GUIDING PRINCIPLES ON INTERNAL DISPLACEMENT

The [Guiding Principles on Internal Displacement](#) consist of 30 Principles setting out rights and guarantees relevant to the protection of internally displaced persons in all phases of displacement.²⁴ Principle 20 of the Guiding Principles recognises the importance of documentation and civil records of internally displaced persons during displacement. It requires States to facilitate issuance of documents in displacement contexts without imposing unreasonable conditions.

SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION

The [Sendai Framework for Disaster Risk Reduction, 2015-2030](#)²⁵ has several objectives which require strong civil registration systems. It is critical that civil registration operations continue during disasters. Civil registration documents can aid those affected by a disaster to move to safer territories, get access to protection and public services, and to reduce their risk of becoming stateless.

BALI PROCESS

In the “[Bali Declaration on People Smuggling, Trafficking in Persons and Related Transnational Crime](#)” adopted at the Sixth Ministerial Conference of the Bali Process in 2016, Bali Process Member States acknowledged “the importance of civil registration in providing identity and basic protection for individuals, as well as helping States track migration flows.”²⁶ Bali Process Member States have subsequently encouraged continuous work towards universal civil registration and the further implementation of Bali Process initiatives on civil registration and collection of vital statistics through the “2023 Adelaide Strategy for Cooperation”.

REGIONAL SUPPORT OFFICE OF THE BALI PROCESS

The Regional Support Office of the Bali Process (RSO) provides a unique function and resource—delivering practical, on-the-ground support and impact for the Bali Process and Bali Process Working Groups to translate directions set at the Bali Process Ministerial Conference into action and real-world outcomes through knowledge transfer, capacity-building and the sharing of information and best practice. The RSO supported the development and pilot tests of the Bali Process Civil Registration Assessment Toolkit which provides tools to create civil registration systems that are comprehensive, transparent, and non-discriminatory.

2 | Human Rights Obligations for Civil Registration

Civil registration is crucial for ensuring that the human rights of individuals are respected, protected, and fulfilled. Including refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality in mainstream civil registration systems is an essential part of States upholding their human rights obligations to facilitate the enjoyment of human rights of these population groups.



2.1 | THE RIGHT TO BE RECOGNISED EVERYWHERE AS A PERSON BEFORE THE LAW

This right is the capacity of a person to be the holder of rights and obligations under the law, which implies legal status and the ability to enter into contractual obligations. Birth and marriage records and documents provide individuals with proof of their legal identity and family relationships, which is fundamental for their ability to exercise this right. A birth certificate is normally the first identity document that a person receives and is often needed for obtaining any other identity documents.

The right to be recognised as a person before the law is enshrined in:

- **Article 6** of the [Universal Declaration on Human Rights](#) enshrines everyone's "right to recognition everywhere as a person before the law".²⁷
- **Article 16** of the [International Covenant on Civil and Political Rights](#).²⁸
- **Article 24** of the [International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families](#).²⁹
- **Article 12** of the [Convention on the Rights of Persons with Disabilities](#).³⁰



2.2 | THE RIGHT TO BIRTH REGISTRATION

The right to birth registration is enshrined in:

- **Article 7 (1)** of the [Convention on the Rights of the Child](#),³¹
- **Article 24 (2)** of the [International Covenant on Civil and Political Rights](#),³²
- **Article 29** of the [International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families](#),³³
- **Article 18 (2)** of the [Convention on the Rights of Persons with Disabilities](#).³⁴

The Human Rights Council has also explicitly referred to the obligation of States to register births irrespective of the status of the child's parents.³⁵ Moreover, the Committee on the Convention on the Rights of the Child has recommended standards for effectively upholding the right to birth registration to ensure that all children are registered at birth without discrimination through a universal and well-managed system that is free of charge.³⁶

In addition, the right of children to preserve their identity, including nationality, name and family relations, is protected by Article 8 of the [Convention on the Rights of the Child](#).³⁷ Preservation requires permanent and secure storage of birth registration records that must be set up in a way to facilitate their retrieval and, if the need arises, the issuance of replacement birth certificates.



2.3 | CIVIL REGISTRATION AND THE RIGHT TO NATIONALITY

Civil registration, in particular the registration of births and marriages, creates a record that establishes a link between an individual and a State. The link can be the place of birth, the place of permanent residence, the nationality of a parent, or the nationality of a spouse. The recorded link allows a person to acquire a nationality in accordance with the applicable domestic legal framework for nationality matters. The fulfilment of the individual human right to a nationality thus depends to a large degree on civil registration.

Various international human rights instruments protect the individual human right to a nationality:

- **Article 15** of the [Universal Declaration on Human Rights](#) protects every individual's right to a nationality;³⁸
- **Article 24 (3)** [International Covenant on Civil and Political Rights](#) provides that every child has the right to a nationality;³⁹
- **Article 7** [Convention on the Rights of the Child](#) reconfirms every child's right to a nationality;⁴⁰
- **Article 9** [Convention on the Elimination of All Forms of Discrimination against Women](#) gives women and men equal rights to acquire, change or retain their nationality, and to confer their nationality to their children;⁴¹
- **Article 18** [Convention on the Rights of Persons with Disabilities](#) provides the right to nationality for persons with disabilities;⁴²
- **Article 29** [International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families](#) reconfirms the right to a nationality for children of migrant workers.⁴³



2.4 | MARRIAGE REGISTRATION

Article 3 of the [Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages](#) states that all marriages shall be registered in an appropriate register by the competent authority.⁴⁴

3 | Registration Systems

3.1 | CIVIL REGISTRATION SYSTEMS

The structure and responsible actors carrying out civil registration are different from State to State. Civil registration may be carried out by local, provincial, or central government offices. The competent agency may be within the ministry of interior, home affairs, justice, or social affairs. The health sector also plays a key role in a civil registration system in collecting data and issuing birth and death notifications, including certifying the medical causes of death. In some States, marriage registration is separated from birth and death registration, and may be the responsibility of a different ministry, agency, or fall under the jurisdiction of the courts.

3.2 | FUNCTIONAL REGISTRATION SYSTEMS






Functional registration systems aim for the registration and issuance of documentation for a specific administrative task or purpose. They may be conducted by a relevant line ministry that is otherwise not in charge of civil registration. In the context of displacement or statelessness, functional registration may be conducted by international organisations, such as UNHCR. The functional register may record all individuals in a given country who are refugees, asylum seekers, or persons who are internally displaced, stateless, or of undetermined nationality.

Having a separate registration system and database allows the collection and storage of specific data, such as biometrics, photos, or fingerprints. The access to the information recorded in functional registration systems may be limited to relevant (government or other) authorities. Functional registration exercises may register individuals of a specific population group, so called “population registration”. An example would be a group of refugees, who arrived at a host country within a certain timeframe. Usually, the population registration does not have the objective to generate documentary proof for vital events among the registered population group.

3.3 | ‘MAINSTREAM’ CIVIL REGISTRATION VS. FUNCTIONAL SYSTEMS

In countries where both a civil registration system and a functional registration system co-exist, there may be misperceptions about the need to record the vital events of refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality within the mainstream civil registration system.

There is no guarantee that the records and documents produced by a functional registration system fulfil the same legal and administrative requirements as civil registration records and documents. The ownership and storage of the functional records may be problematic i.e., the records may be inaccessible to public authorities; or they may be perceived not to be sufficient for the issuance of legal identity documentation. Therefore, it is not sufficient if vital events among refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality are only recorded in functional systems. It is essential that these population groups, like everyone else, get access to the national mainstream civil registration systems.

‘MAINSTREAM’ CIVIL REGISTRATION SYSTEM	FUNCTIONAL CIVIL REGISTRATION SYSTEM
 <p>Carried out by government offices</p>	 <p>Carried out for specific purpose and for specific population groups</p>
 <p>Refugees, asylum seekers, IDPs, stateless persons and persons of undetermined nationality are likely excluded</p>	 <p>No guarantee that the records and documents have the same value as civil registration records and documents</p>
	 <p>Records may be inaccessible to public authorities or cannot be used for the issuance of legal documentation</p>

4 | The Relationship Between Civil Registration, Nationality and Residence

Birth registration creates a permanent legal record of a child's existence. However, it does not automatically confer to the child the nationality of the State which issues the birth certificate. Nationality is acquired according to each State's nationality law. It may be based on descent, whereby children acquire the nationality of either parent (*jus sanguinis*). Alternatively, the law may grant nationality based upon a child's place of birth (*jus soli*). The nationality laws of some States combine those legal bases for the acquisition of nationality. Some States in Asia and the Pacific have established laws and procedures to identify and record a child's nationality when the child's birth is registered.

Birth registration creates a link between an individual and a State by establishing a permanent record of a child's identity including date and place of birth and the identity of his or her parents.

This information is vital in establishing a child's nationality under the different nationality laws of the States to which he or she has a link. In this regard, birth registration is essential to prevent statelessness.

The recording of a marriage in the mainstream civil registration system can also be essential for children to acquire nationality by descent from a parent. In some States, a parent's name is only added to a birth certificate if both parents' marriage is confirmed by a marriage certificate. As an example, in some States if the marriage is not legally registered and the mother is a foreign national or stateless, the child will not be able to acquire the nationality of the father.

Nationality usually implies a person's right to return to and reside in the country of nationality.⁴⁵ States usually have detailed laws and regulations relating to the entry and residence of non-nationals. As compared to other non-nationals, family members of nationals may have privileged access to a country. By establishing a family relationship, civil registration can thus become instrumental to convey a right to enter or reside in the home country of a family member.

5 | Benefits to States of Universal Civil Registration



5.1 | PREVENTION OF IRREGULAR MIGRATION

Universal civil registration can reduce the risk of irregular and undocumented migration. Lack of legal identity is an underlying cause of displacement in Asia and the Pacific region. Persons who are unable to prove their legal identity, especially those that have never been officially registered by any civil registration system, are more likely to be socio-economically marginalized, stateless or of undetermined nationality.

They often face challenges enjoying their basic human rights and are at greater risk of trafficking and exploitation. Furthermore, a lack of identity documentation means that they cannot cross international borders regularly, which makes them more likely to be compelled to resort to risky and irregular forms of travel – often with the facilitation of smugglers or traffickers and other irregular channels. Thus, universal civil registration contributes to reducing the risk of irregular movements.



5.2 | FACILITATING DURABLE SOLUTIONS

Refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality need civil registration to access durable solutions. Durable solutions are any means that resolve the situation and international protection needs of refugees or stateless persons satisfactorily and permanently, and thus enable them to live normal lives. For refugees or stateless persons, legal identity documents issued on the basis of civil registration:

- allow for the legal crossing of borders, thereby contributing to their safe and orderly migration and facilitating cross-border family reunification;
- make safe and orderly returns to the home country possible, including for children born in the host country during a family's displacement;
- are essential for making resettlement legally and practically possible;
- allow for an eventual relocation to a third country to use available opportunities for work and education ("alternative pathways");
- strengthen the resilience of displaced and stateless persons within host countries by facilitating access to livelihoods, public health services, and education;
- are essential to benefit from statelessness determination and naturalisation procedures, where these are foreseen in the applicable domestic law.



5.3 | DEVELOPMENT AND SECURITY

Civil registration is a way to gather information on the population present in a country, its composition, and demographics. Governments want to know who is in the country and how people are related to each other. Having all individuals present in the country registered and documented increases government control and knowledge. The security implications are self-evident.

In addition, national civil registration systems can provide data for government planning purposes. The inclusiveness of the records is essential for getting comprehensive and reliable population planning figures. Planning and further development of public health and education services depend on the availability of data on the size and composition of the population. Civil registration can help to collect the needed data.

Access to formal labour markets depends on legal identity documentation, which usually relies on civil registration. In this sense, civil registration supports people to build self-reliance and make a positive economic and social contribution in their country of residence. While this is of immediate benefit to the individual, it is also to the advantage of States who may save expenses for welfare assistance, have the possibility to raise additional taxes, or rely on civic duties performed by the registered individuals.



5.4 | INTERNATIONAL COMMITMENTS

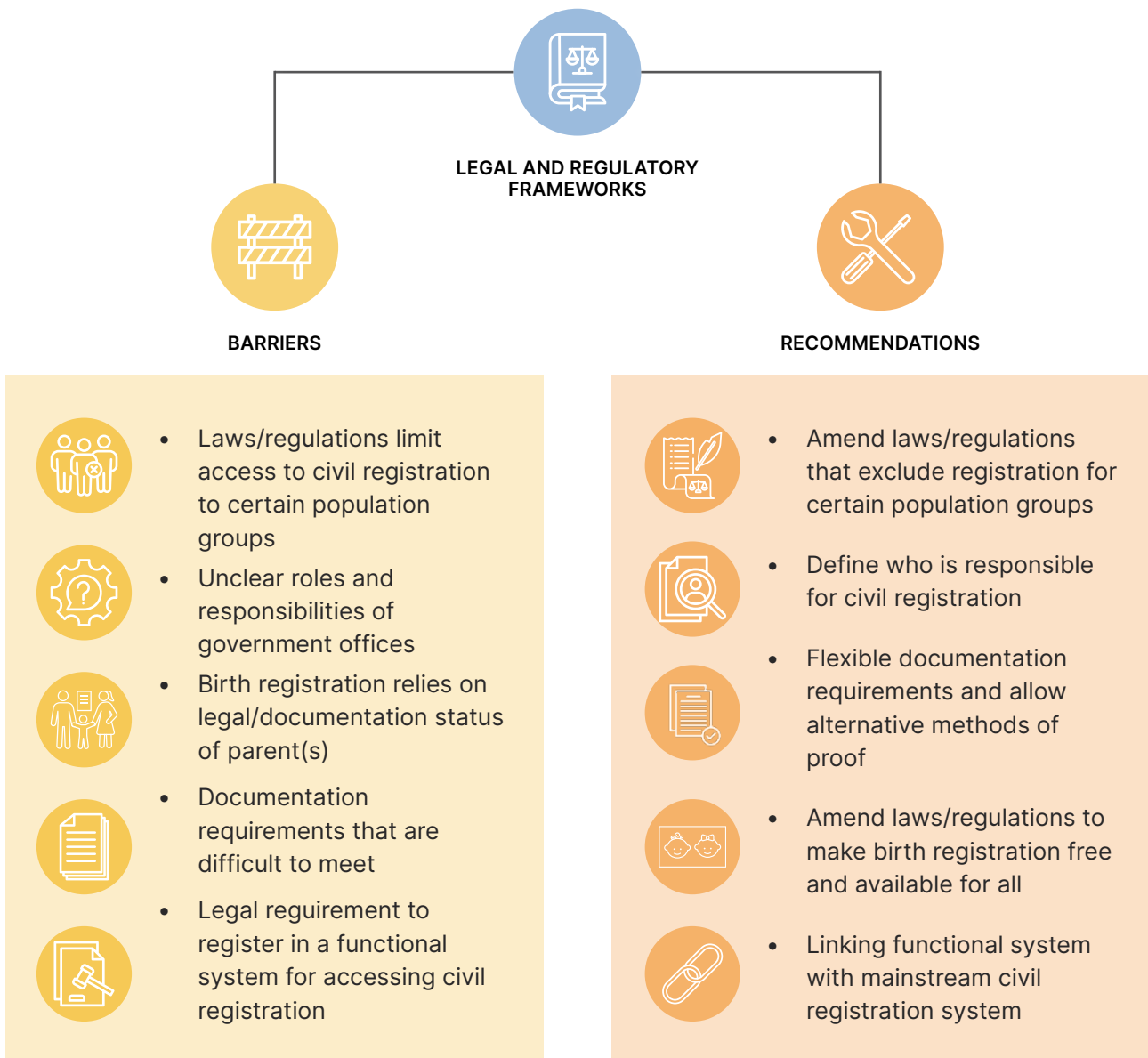
In addition to the general human rights obligations to civil registration and recognition of legal identity of all human beings mentioned above in Section 2 on Human Rights Obligations to Civil Registration various international frameworks require States to provide protection to persons in their territories who are refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality. In carrying out their civil registration responsibilities, States are at the same time honouring international commitments to the benefit of persons with international protection needs.

6 | Addressing Common Gaps and Barriers

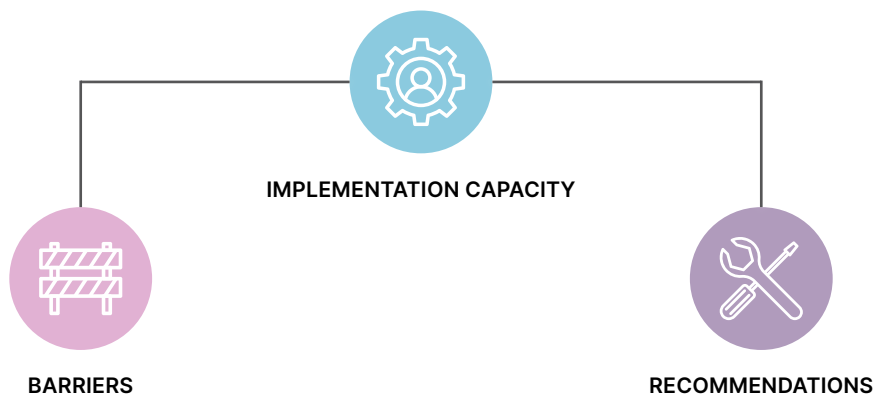
Refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality may be affected by specific gaps and barriers in civil registration systems. The same gaps and barriers may also affect other vulnerable, marginalized, or hard-to-reach population groups.

The following charts identify some common barriers and indicates possible solutions.



6.1 | LEGAL AND REGULATORY FRAMEWORKS









6.2 | IMPLEMENTATION CAPACITY



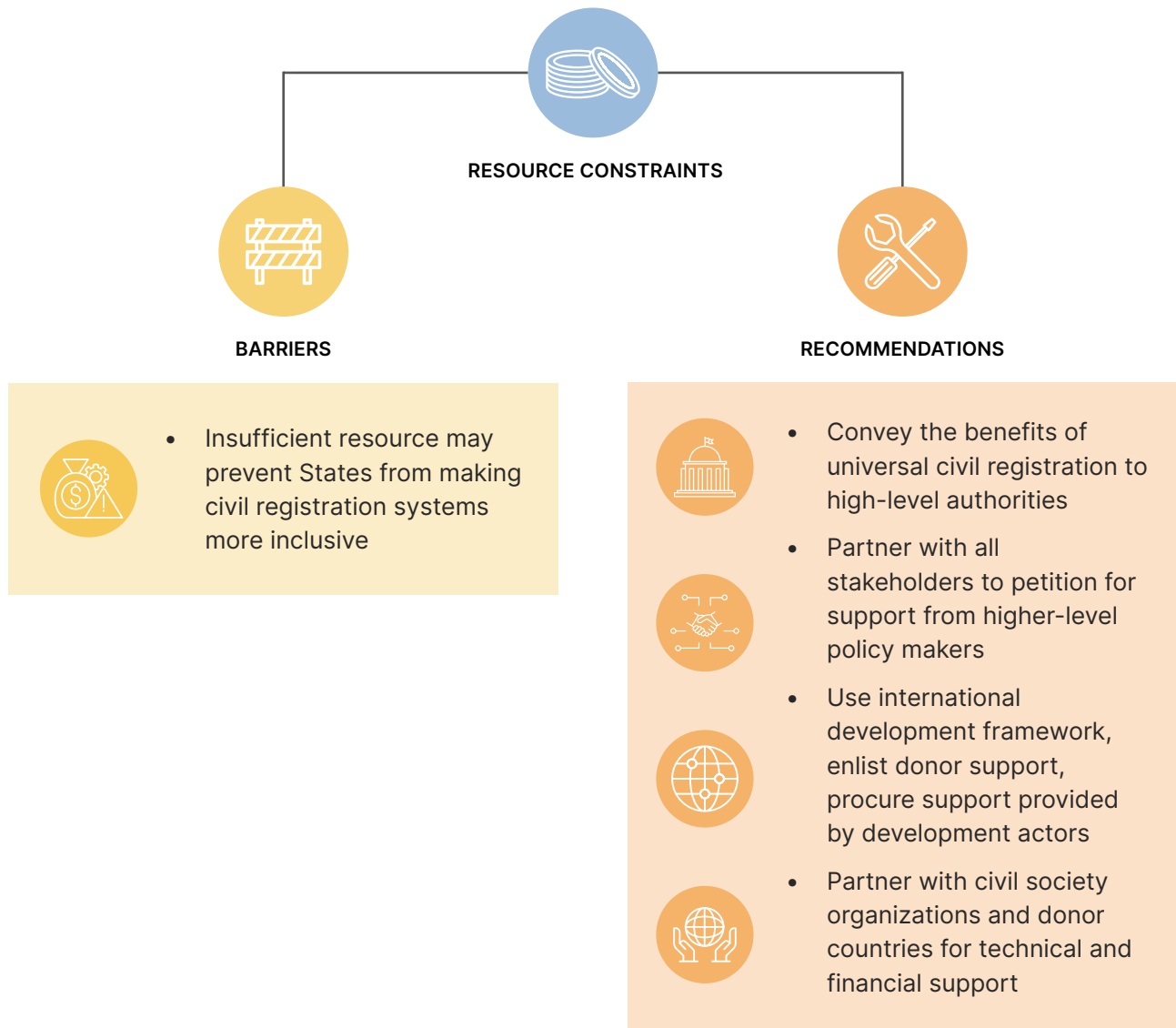
BARRIERS

-  Lack of awareness of staff to register vital events of non-nationals
-  Reluctance to register vital events of non-nationals/marginalised population groups
-  Misconceptions about conferring nationality through birth registration
-  Insufficient guidance from central/regional level
-  Misconception about functional system

RECOMMENDATIONS

-  Draft SoP outlining responsibilities of civil registration offices in registering vital events of non-nationals
-  Make SoP available to all civil registry staff including in remote areas
-  Address common misconceptions
-  Ensure means to contact central office
-  Introduce Management Information System in local civil registration offices to monitor performance
-  Provide training to civil registry staff on procedures

6.3 | RESOURCE CONSTRAINTS



6.4 | AWARENESS AMONG MARGINALIZED COMMUNITIES



BARRIERS

-  Lack of understanding of the importance of registering vital events
-  Cultural misconceptions about civil registration
-  Lack of information about how to register vital events
-  Confusion about birth notification and birth certificate
-  Reluctance to notify authorities of vital events

RECOMMENDATIONS

-  Inform marginalized communities about the benefits of civil registration
-  Engage in awareness raising activities jointly with different actors (e.g. community leaders, service providers, hospitals, schools, international agencies etc.)
-  Use diverse advocacy tools (billboards, videos, radio broadcasts, social media)
-  Provide information in local languages
-  Provide information where marginalized communities receive public services
-  Conduct participatory assessments to identify barriers to and misconceptions about civil registration
-  Empower individuals to claim their right to civil registration

6.5 | HARD-TO-REACH AREAS AND POPULATION GROUPS



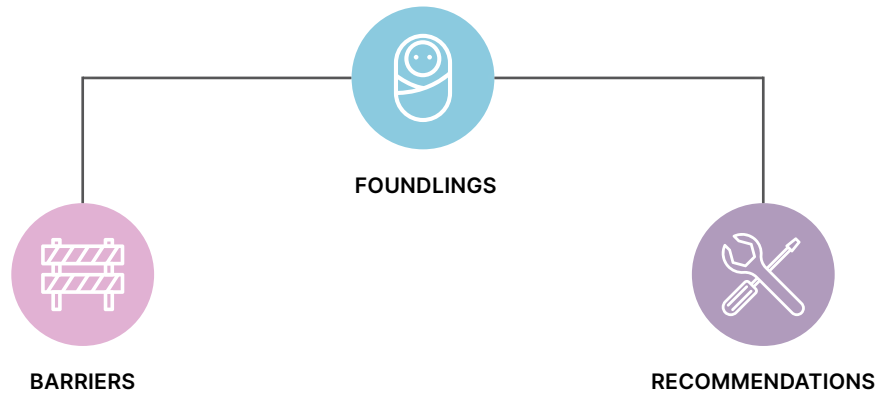
BARRIERS

- Fees and penalties
- Costs for traveling to civil registration point
- Forms and procedural documents not in native language
- Unclear borders for nomadic population groups
- Limited health services (birth outside hospital)
- Vital events have been unregistered for generations
- Confinement in camps or detention centers
- Cultural misconceptions about the importance of registering vital events
- Live in remote/hard-to-reach areas
- Fear of arrest/detention

RECOMMENDATIONS

- Establish mobile units that routinely reach out to remote communities
- Establish civil registration offices in refugee and displacement camps
- No additional fees from non-nationals
- Implement targeted late registration drives and campaigns
- Waive fees and penalties for late registration and establish amnesty periods
- Make materials and forms in native languages of marginalized population groups
- Collaborate with civil society/international organizations to provide translators and interpreters

6.6 | FOUNDLINGS



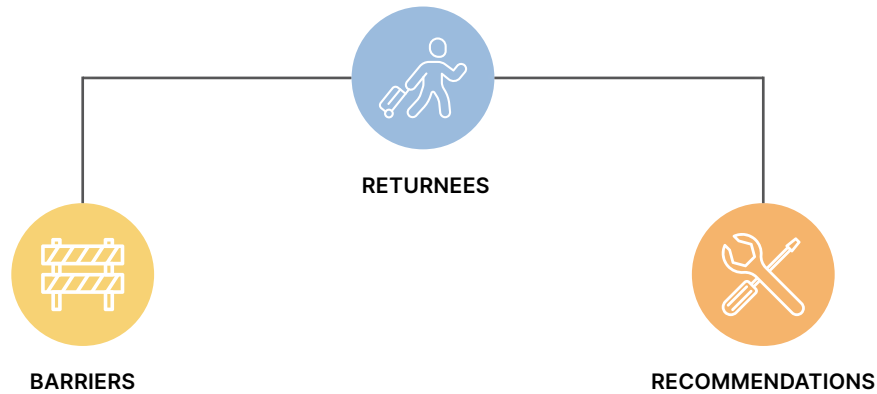
- Identity, parentage and place of birth is unknown

- Foundlings need access to civil registration to realize their right to recognition everywhere as a person before the law as well as their right to nationality

- Laws/regulations on civil registration should have explicit provisions for the registration of foundlings

- Civil registration of foundlings requires flexibility with regard to identification of names, parentage, legal guardians and all matters of procedure and evidence

6.7 | RETURNEES



BARRIERS



- Former refugees may not be able to acquire legal identity documents and marriage certificates in their country of origin without legal identity documents issued by the country of asylum



- Children born to refugees may not be able to enter their parents' country of origin without birth registration and legal identity documents



- Proof of identity may be lost when civil registration of refugees is only stored in a functional registration system

RECOMMENDATIONS



- Register refugees/ asylum seekers and persons who are internally displaced, stateless or of undetermined nationality in national mainstream civil registration systems

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PART TWO:

Assessing the Civil Registration of Marginalized, Vulnerable, and Hard-to-Reach Population Groups

7 | Getting Started

7.1 | PURPOSE AND KEY PRINCIPLES

The ultimate objective of this Toolkit is to assist States to work towards universal civil registration. To this purpose, the Toolkit indicates methods and tools for States to assess their existing civil registration practices. The methods and tools have been developed to address civil registration gaps among refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality. However, the methods and tools can be equally applied to any other marginalized, vulnerable, or hard-to-reach population group.

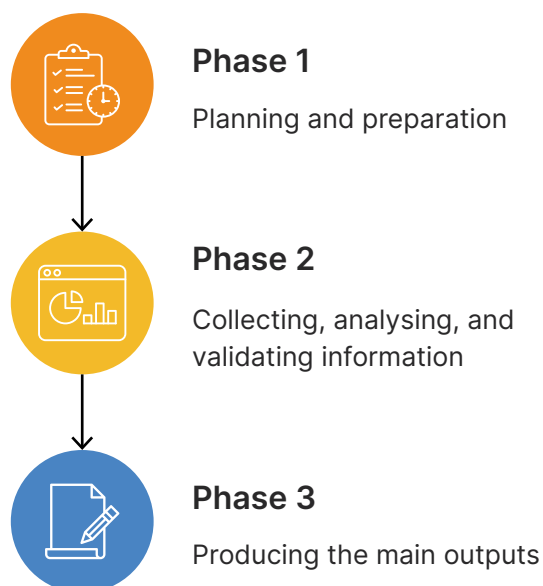
No single civil registration gap requires the application of all tools. Readers are encouraged to use their discretion to determine which tools and methods may reasonably be of use in their own context. All tools and methods should be used flexibly and adapted to the readers' own needs and objectives.

The methods and tools set out below rely on government ownership of civil registration. Governments are crucial for assessing and addressing gaps and inequalities in civil registration. While the Toolkit is geared towards supporting governments, it also recognises the important role of non-government stakeholders and civil registration experts.

Civil registration is a State function within a broader development agenda. It is interrelated with digitisation strategies and national data collection initiatives. To address gaps and inequalities, cross-sectoral approaches need to be tailored to the respective national contexts.

7.2 | INSTRUCTIONS FOR USING THIS METHODOLOGY

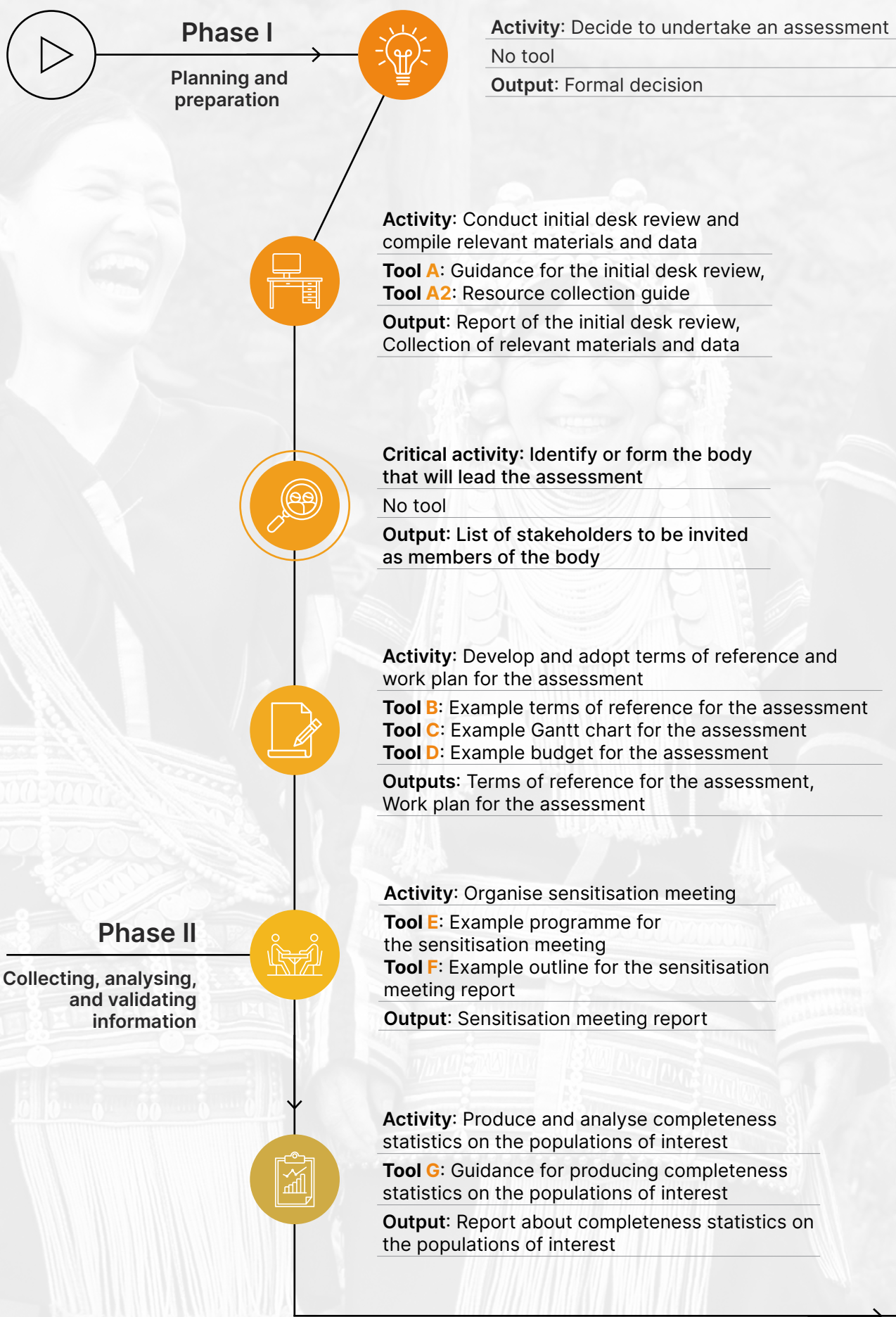
This methodology follows three phases that include a series of proposed activities:



An overview of the phases and their activities in the table below includes expected outputs. Some activities rely on tools that government officials can use and edit as they deem appropriate. Possible alternative approaches are also included in this Toolkit.

The assessment should be led by a body of key stakeholders, such as a task force or working group. Membership in the working group should be on an institutional basis. If a national civil registration coordination mechanism already exists, it may be the most suitable to lead the assessment exercise. The working group should be co-chaired by the ministries and agencies responsible for civil registration. Where the inequality assessment targets certain population groups such as refugees or persons with disabilities, the relevant line ministries should be co-opted (e.g., Humanitarian and Refugee Affairs, Social Affairs).

7.3 | SUMMARY OF ASSESSMENT ACTIVITIES, TOOLS, AND OUTPUTS





Critical activity: Formulate action plan with targets

Tool N: Example annotated outline of an action plan
Tool M: (see below)

Output: Action plan with targets



Activity: Present assessment report for consideration by decision maker(s)

No tool

Output: Formal or informal decision



Activity: Develop assessment report with a proposal of progress targets

Tool L: Example annotated outline of an assessment report

Tool M: Guidance for setting targets related to the civil registration of the populations of interest

Outputs: Assessment report, Proposal for targets



Critical activity: Organise results workshop to review and consolidate findings and develop recommendations

Tool J: Example agenda for the results workshop

Tool K: Example outline for the results workshop report

Outputs: Results workshop report, Aspirational process maps, Potential recommendations



Critical activity: Conduct field visits and focus groups

Tool I: Guidance for conducting field visits and focus groups

Output: Report of field visits and focus groups



Critical activity: Complete questionnaire

Tool H: Questionnaire

Output: Response to the questionnaire

Phase III

Producing the main outputs

7.4 | MAIN OUTPUTS

Outputs are expected from all assessment activities. Most of these outputs inform subsequent activities. Among the outputs described in the table above, the following three outputs are the main ones for an overall assessment.



1. Assessment report

A report that describes the processes, findings, and recommendations of the assessment of inequalities and gaps in national mainstream civil registration systems.



2. Action plan

A document that describes how the recommendations resulting from the assessment will be implemented, what needs to be done, when, how and by whom.



3. Targets

Targets, milestones, or objectives help to direct efforts towards measurable progress. To make civil registration more inclusive, a quantitative target could be defined. Such a target could be to “increase birth registration among refugee children under the age of five from the current rate of 50 per cent to the rate of 75 per cent within 2 years, and to 99 per cent within 4 years”. Other targets may be of a qualitative nature, such as “by 2025, create the legal framework for registering children of undocumented parents.” Targets should be proposed in the assessment report and formally set as part of the action plan.

7.5 | RISKS AND RISK MANAGEMENT

Risks	Potential risk management strategies
Lack of interest to assess inequalities	<p>High-level government officials can direct national stakeholders to participate in the assessment.</p> <p>Ways to increase interest may include:</p> <ul style="list-style-type: none"> • Explaining to all stakeholders the development and security benefits of including key populations in the mainstream civil registration system. • Emphasising the individual human right to access civil registration and legal identity documentation. • Recalling international commitments that a State has already signed up to. • Targeting stakeholders that are already interested and build support from other stakeholders gradually.

<p>Limited resources to complete an assessment and/or implement action plan</p>	<p>This Toolkit has been designed to be completed with minimal resources, using existing national civil registration improvement plans to implement this assessment. If additional resources are needed, government officials should consider:</p> <ul style="list-style-type: none"> • Requesting support from non-governmental stakeholders, such as donor countries, international NGOs, or UN agencies. • Developing a comprehensive business case for the civil registration of specific population groups, pointing out the benefits to the State. • Ensuring that the assessment recommendations and action plan(s) are realistic, and that activities are prioritised and phased in. • Integrating the action plan into national development strategies. • Integrating civil registration into national protection strategies to the benefit of refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality.
<p>Body leading the assessment does not agree on findings or recommendations</p>	<p>The body should focus on findings or recommendations where there is consensus and address unresolved issues later, either when it is more appropriate and/or when more information is available.</p>
<p>No government buy in to implement recommendations or action plan</p>	<p>The recommendations and action plan need to be realistic. Timelines must be reasonable. Gradual approaches can be encouraged. Development, security, and rights-based arguments should be combined. Global and regional frameworks and commitments should be recalled.</p>

7.6 | RELATIONSHIP WITH OTHER ASSESSMENT METHODOLOGIES

Other methodologies are available to assist States with assessing their civil registration or identity management systems, including the World Health Organization (WHO)'s [rapid and comprehensive CRVS assessment tools](#)⁴⁶ and the World Bank's [Identity Management System Analysis Tool](#).⁴⁷ However, these activities and assessments usually do not focus on issues that are specific to forcibly displaced and stateless persons. In some countries, broader assessments may be needed to evaluate the overall performance of civil registration systems, and to assess whether mainstream population groups have effective access to mainstream systems without undue challenges or obstacles.

Where such broader assessments are conducted, they can generate the momentum for assessments regarding the civil registration of marginalized, vulnerable, or hard-to-reach population groups, including displaced or stateless persons.

8 | Phase I: Planning and Preparation



Activity:	Decide to undertake the assessment
Objective:	To initiate the assessment
Output:	A formal decision to undertake the assessment

Before planning an assessment exercise, stakeholders will usually already be aware of civil registration gaps in their countries, or in specific communities. Typically, stakeholders know that there are gaps, but their extent is uncertain, and no one has done a thorough analysis of their root causes. In such situations, some stakeholders may resist necessary improvements of national civil registration systems with the argument that they “need more studies”. The assessment—with or without the use of the Bali Process Toolkit—is in this case a way to unblock legislative and administrative measures. These measures may then create a conducive environment for universal birth registration. However, in situations where the root causes of registration gaps are well known, and the necessary steps towards addressing them have already been identified by national experts, additional assessment exercises should not be used to further delay measures to address the known gaps.

The decision to undertake an assessment must be taken by an authoritative body, which needs to assign roles and responsibilities to a group of key stakeholders. For instance, the decision could be an order or decree by a minister, or the cabinet, based on a proposal from relevant ministries and agencies. Proposals should take into account existing key issues, stakeholders, and their interests, and known gaps and barriers for registering vital events of the populations of interest. If a decision to undertake the assessment cannot be taken until preliminary information is obtained and presented to decision-makers, government officials may want to conduct an initial desk review to come to a formal decision. The said authoritative body is expected to assign this responsibility of gathering preliminary information to a suitable body of stakeholders.



Activity:	Conduct initial desk review and compile relevant materials and data
Objective:	To collect and review preliminary information on key issues, relevant stakeholders, gaps and barriers and other relevant data and materials for the assessment
Outputs:	<ul style="list-style-type: none"> • Report of the initial desk review • Collection of relevant materials and data
Tools:	<ul style="list-style-type: none"> • Tool A: Guidance for the initial desk review • Tool A2: Resource collection guide

An initial desk review will guide the planning of the assessment and highlight existing key issues, such as profiling of different subgroups residing in the territory, mapping stakeholders and their interests, identifying known gaps and barriers for registering vital events of the populations of interest, and compiling materials and information. The desk review should be conducted by the ministries and agencies responsible for civil registration and for administering the targeted marginalized, vulnerable, or hard-to-reach population group (e.g., displaced persons or persons with disabilities). Involvement of UN Country Teams and other stakeholders is recommended as they may have available information to share.

Tool A offers guidance for conducting the initial desk review which includes a list of potential stakeholders. While government officials exercise their discretion regarding the materials and data to be collected, Tool A2 provides a comprehensive list of materials and data to be taken into consideration.



Activity:	Identify or form the body that will lead the assessment
Objective:	To identify and determine what body will lead the assessment
Output:	List of stakeholders that will be members of the body leading the assessment and other stakeholders who should be invited to participate as observers

The assessment should be completed by a body of key stakeholders consisting of multiple ministries or agencies. This body / taskforce / working group / committee will be responsible for conducting assessment activities and endorsing outputs. If a national civil registration coordination mechanism is already in place, the body would be a subsidiary of this. Setting up a subsidiary of this existing mechanism will enable greater flexibility (e.g., having members that are not members of the mechanism) and will ensure more focus on the assessment. The authoritative body that made the decision to undertake this assessment will facilitate the formation of this subsidiary. It is recommended that the body is co-chaired by ministries and agencies responsible for civil registration and for administering the specifically targeted population group. The co-chairs may also need to serve as the secretariat for the body. The members of the body should be key stakeholders that possess a relevant mandate and capacity to contribute technical or policy knowledge, expertise, perspectives and resources to the assessment or implementation of the action plan. This includes non-government stakeholders. Key stakeholders that are not members of the body, and other non-key stakeholders, can be invited to participate as observers in specific activities. Membership of the body leading the assessment should be on an organisational basis. This provides flexibility for members to assign individuals at different levels for particular activities. For example, the head of an organisation may need to endorse the assessment report, while other tasks may only need a mid- or senior-level official with sufficient technical expertise.



Activity:	Develop and adopt a terms of reference and work plan for the assessment
Objective:	To determine the scope of the assessment and function of the body leading the assessment
Outputs:	<ul style="list-style-type: none"> • Terms of Reference for the assessment • Work plan for the assessment
Tools:	<ul style="list-style-type: none"> • Tool B: Example terms of reference for the assessment • Tool C: Example Gantt chart for the assessment • Tool D: Example budget for the assessment

The terms of reference establish the scope of the assessment and how the body leading the assessment will function (see Tool B). The initial desk review offers a starting point for drafting the terms of reference. Once the terms of reference have been agreed by the body leading the assessment, it may need endorsement from decision-maker(s) that the body will report to.

A time-bound work plan for conducting subsequent assessment activities should be negotiated and agreed upon by the body. The work plan should include specific details about what activities will be done, when, where, and by whom. Government officials should allow enough time for each activity to be completed properly (see Tool C).

There are likely to be some costs associated with completing the assessment, including workshop venues and domestic travel for activities such as field visits and focus groups. Governments should therefore prepare a budget for the assessment. Assistance may be requested from non-government stakeholders that may be interested and able to provide funding to support certain activities (see Tool D).

9 | Phase II: Collecting, Analysing, and Validating Data



Activity:	Organise sensitisation meeting
Objectives:	<ul style="list-style-type: none"> • To identify and enhance understanding of key issues for subsequent activities • To review the findings of the initial desk review • To gather information from stakeholders • To review and revise terms of reference and work plans
Output:	Sensitisation meeting report
Tools:	<ul style="list-style-type: none"> • Tool E: Example programme for the sensitisation meeting • Tool F: Example outline for the sensitisation meeting report

The sensitisation meeting is the commencement of the main substantive work for the assessment. Its objectives should be to identify and enhance understanding of key issues; and to build momentum for subsequent activities. The sensitisation meeting should review the findings of the initial desk review and supplement this as necessary. The focus should be on population groups affected by inequalities regarding their access to civil registration such as refugees or hard-to-reach communities. Where possible, the gaps, barriers and challenges these groups are facing can already be identified. The sensitisation meeting is a crucial opportunity to gather additional information from stakeholders for review.

Terms of reference and work plans should be reviewed to ensure activities are clearly understood, and to revise plans and activities or tools (e.g., the questionnaire) based on any new information. A meeting report should be drafted to have a record of what was discussed and what agreements were made (if any). Tool E offers an example agenda for the first meeting, and Tool F provides an example meeting report outline.

In addition to members of the body leading the assessment, other stakeholders can be invited as observers such as experts from international organisations. To ensure that all participants have a clear understanding of relevant issues, it may be useful to provide capacity building prior to the assessment exercise. This way civil registrars can familiarise themselves with the legal definitions of refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality, as well as with the factual situation in the national context.



Activity:	Produce and analyse statistics on completeness of registration and documentation
Objective:	To produce and evaluate statistics of the targeted populations, including making recommendations for improvement of existing data
Output:	Report about completeness statistics on the populations of interest
Tool:	Tool G: Guidance for producing completeness statistics on the populations of interest

Other resources:	<ul style="list-style-type: none"> • United Nations Department of Social and Economic Affairs, Statistics Division, Principles and Recommendations for a Vital Statistics System, revision 3 (2014). Available at: http://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf. • ESCAP, Guidelines for setting and monitoring the goals and targets of the Regional Action Framework on Civil Registration and Vital Statistics in Asia and the Pacific, version 1 (2015). Available at: http://www.unescap.org/sites/default/files/CRVS_monitoring_guidelines_Version_1.pdf.
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This activity aims at producing and analysing statistics that indicate the rate of civil registration and availability of legal identity documentation among the targeted population. As there may be gaps between the recording of a specific event in the registry and the issuance of a certificate about this event to the concerned individual, the produced data should cover both aspects. Where necessary, the analysis may result in recommendations on how to improve the data on registration and documentation rates.

Once available, the data on the rate of civil registration and certification documentation provides States with an objective understanding and baseline of the performance of current systems and practices, as well as gaps and barriers. The disaggregation of data by different characteristics (geographic location, age, gender) will help to better understand gaps and barriers, and ultimately inform the allocation of resources and further registration efforts (See Tool G).

In the context of making recommendations of the available data, the indicator for SDG target 16.9 should be highlighted (the percentage of children under five whose births have been registered, by age). As part of SDG monitoring progress, States are already encouraged to report statistics that are disaggregated in a variety of ways. [SDG target 17.18](#) envisages the “availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts” already by 2020.⁴⁸ Therefore, States have an additional incentive to produce statistics indicating civil registration and certification rates of marginalized population groups.

A ‘**statistics subgroup**’ of the body leading the assessment, consisting of the National Statistical Office (NSO) and statistics divisions of the ministries and agencies responsible for civil registration and the public administration of the targeted population group(s) may be formed to contribute to this exercise. The NSO may consider inviting NGOs, research institutes, or UN agencies to share any quantitative data on civil registration and certification that have already gathered.

While acknowledging data limitations, States are encouraged to use any available data of sufficient quality for the purpose of the assessment. These statistics can provide a rough indication of completeness levels for the populations of interest and serve as a baseline towards improving completeness.

The statistics report indicating registration and certification rates should include:

- available indicators for completeness statistics,
- the data sources used to calculate those indicators, and their associated quality and reliability,
- a forecast whether data will be available in the future to measure progress against baseline (repeatability),
- which indicators could not be calculated due to a lack of data,
 - what data would be needed in the future to calculate missing indicators, and recommendations on improving the availability of data (i.e., data collection activities) for producing these statistics in the future.



Activity:	Complete questionnaire
Objective:	To identify gaps, barriers, bottlenecks, strengths, and opportunities for further discussion at the results workshop and development of the assessment
Output:	Responses to the questionnaire
Tool:	Tool H: Questionnaire
Other resources:	<ul style="list-style-type: none"> United Nations Department of Economic and Social Affairs, Statistics Division, Principles and Recommendations for a Vital Statistics System, revision 3 (2014). Available at: http://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf. Examples of Process maps (See Tool O)
Notes:	Producing completeness statistics, completing the questionnaire, and conducting field visits and focus groups can be undertaken simultaneously or in any order. The outputs of these activities will be reviewed and consolidated during the results workshop.

This activity involves collecting detailed information on the systems and practices currently in place for the civil registration of marginalized, vulnerable, or hard-to-reach population groups. The responses will be presented at the results workshop and used for the development of an assessment report alongside other information (initial desk review, statistics, field visits and focus groups). The objective is to identify gaps, barriers, bottlenecks, strengths, and opportunities as the foundation of the assessment's findings and recommendations.

To complete the questionnaire, various approaches may be suitable:

Workshop or meeting



The body leading the assessment and other key stakeholders could convene a workshop or meeting to reach consensus on their answers to each question. Completing the questionnaire in the context of a workshop allows for consensus-building of what the current system looks like, and what areas should be targeted for improvement, as well as acknowledgement of the parts of the system that are contentious or unclear. The buy-in of all involved stakeholders may be strengthened by the transparent and consensual process.

Consolidated written responses



Members of the body leading the assessment and other invited stakeholders complete and submit the questionnaire individually in writing. All responses are later consolidated by an assigned body or individual.

Subgroup



A subgroup of the body leading the assessment may be established and tasked with completing the questionnaire.

Independent expert



An independent expert (e.g. a consultant) is tasked with completing the questionnaire on behalf of the body leading the assessment, which might involve interviews with stakeholders and desk research.

The questions should be answered comprehensively and objectively. Answers should be disaggregated as much as possible. States are encouraged to also answer the questions hypothetically for population groups that may not currently reside in the territory but could in the future. For instance, a country that does not host any refugees, may very well do so in the future. Civil registration and certification systems should anticipate and be prepared for potential developments. In federal government systems where there may be different laws, systems and practices in different provinces and states, disaggregated answers should also be collected. As many stakeholders as possible should be included, including non-government stakeholders and academic and research institutions. Before conducting this activity, the questionnaire should be reviewed and amended to cover issues that may have been identified in the initial desk review or sensitisation meeting (See Tool H).



Activity:	Conduct field visits and focus groups
Objective:	To collect information on the ground to validate or supplement available information, or identify new issues
Output:	Report of field visits and focus groups
Tool:	Tool I: Guidance for conducting field visits and focus groups
Other resources:	<ul style="list-style-type: none"> • UNHCR, The UNHCR Tool for Participatory Assessment in Operations (2006). Available at: http://www.refworld.org/pdfid/462df4232.pdf. • Examples of Process maps (See Tool O)

It is important to conduct field visits to areas where the targeted population group(s) reside. Field visit interviews and focus groups that include other stakeholders are necessary to confirm actual practices on the ground. Participants ought to include local civil registration staff, civil society and aid workers, and individuals from targeted population group(s). Information collected from field visits and focus groups can validate or supplement questionnaire responses, or identify new issues not previously considered. Outcomes from field visits and focus groups may highlight a potential gap (e.g., lack of information, misconceptions, cultural biases). The field visits and focus group discussions can be conducted together or separately. Logistical planning should be considered after formalisation of the work plan, as this should have already identified the locations to be visited and organise the focus groups.

It is not necessary to visit every area but instead to select a representative sample or visit areas with the largest known populations of the targeted population group(s). If local civil registry staff are not represented during the completion of the questionnaire, then field interviews with them should be prioritised. Other types of field interviews should be prioritised depending on the national context. When organising focus groups, members of the group may not feel comfortable discussing issues freely when they are not among people with similar demographic characteristics to themselves, and this should be taken into consideration. The findings of the field visits and focus groups should be consolidated in a report, which will be presented and considered alongside other sources of information in the results workshop (See Tool I).

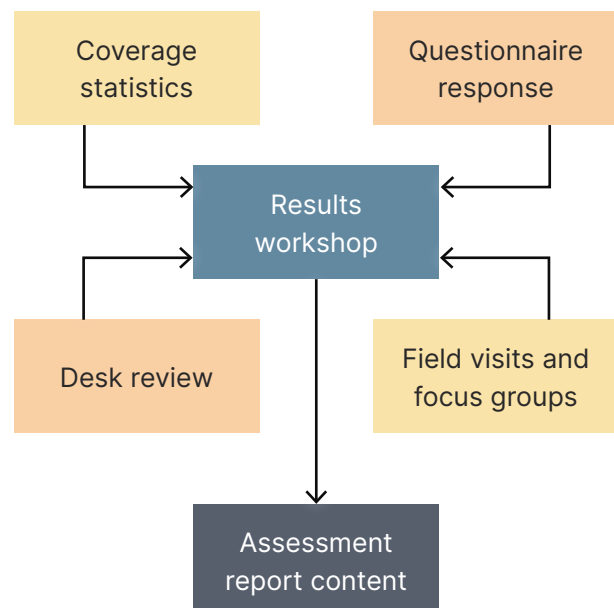


Activity:	Organise results workshop to review and consolidate findings, and develop recommendations
Objective:	To organise results workshop to review information gathered prior to this stage to reach the decision on the findings and recommendations for the assessment report
Outputs:	<ul style="list-style-type: none"> • Report of results workshop • Aspirational process maps - what the system 'should' look like • Potential prioritised recommendations
Tools:	<ul style="list-style-type: none"> • Tool J: Example agenda for the results workshop • Tool K: Example outline for the results workshop report
Other resources:	<ul style="list-style-type: none"> • Examples of Process maps (See Tool O) • ESCAP, Guidelines for setting and monitoring the goals and targets of the Regional Action Framework on Civil Registration and Vital Statistics in Asia and the Pacific, version 1 (2015), Available at: http://www.unescap.org/sites/default/files/CRVS_monitoring_guidelines_Version_1.pdf.

This activity involves reviewing all the information gathered from the initial desk review, statistics on civil registration and certification rates, responses to the questionnaire, and field visits and focus groups. The main objectives of the meeting are to reach consensus on the findings (i.e., the gaps, barriers, strengths, opportunities) and to develop recommendations that will form the basis for the assessment report. It may be helpful to develop an aspirational process map (see Tool O - Process Maps) showing how processes could be improved to make registration more accessible for various population groups. A facilitated workshop is recommended to reconcile discrepancies, agree on recommendations, and prioritise the recommendations among stakeholders. It may be beneficial to invite other stakeholders in addition to members of the body who will be key in taking the recommendations forward. In place of the workshop, the co-chairs or other designated person could draft the assessment report and share it with the body and other stakeholders for written consultation and feedback. Reports from each of the information collection exercises should be circulated to participants, along with any draft findings and recommendations.

The workshop could be structured as follows:

- Brief presentations of the assessment process and conclusions for each information collecting exercise.
- Plenary or parallel discussions by theme to identify the civil registration system's gaps, barriers, strengths, and opportunities and to develop recommendations.
- Discussion of an action plan, potential targets, and the envisaged process moving forward (see Tool J and Tool K).



10 | Phase III: Producing the Main Outputs



Activity:	Develop assessment report with a proposal of targets for progress
Objective:	To develop an assessment report containing findings and recommendations from the results workshop, including proposal of targets
Outputs:	<ul style="list-style-type: none"> Assessment report Proposal for targets
Tools:	<ul style="list-style-type: none"> Tool L: Example annotated outline for the assessment report Tool M: Guidance for setting targets for improving the civil registration of the populations of interest
Other resources:	<ul style="list-style-type: none"> ESCAP, Guidelines for setting and monitoring the goals and targets of the Regional Action Framework on Civil Registration and Vital Statistics in Asia and the Pacific, version 1 (2015), Available at: http://www.unescap.org/sites/default/files/CRVS_monitoring_guidelines_Version_1.pdf.

The assessment report should describe the findings and recommendations agreed upon in the results workshop. It should be drafted by the co-chairs or a sub-group of the body leading the assessment. An effective assessment report should explain why an action plan should be developed. Sufficient time should be given to the authors and once drafted, it should be reviewed and endorsed by the whole body in charge of the assessment process, either in writing or at a meeting. Writing the assessment report is an important opportunity to propose specific targets for progress. Such targets could be to revise the civil registration laws and regulations within a specific timeframe, or to achieve 100 per cent birth registration of a specific population group within a given number of years.

Targets proposed in the assessment report can be refined in subsequent activities, as they would normally be formalised when incorporated into the action plan (See Tool L and Tool M). Where the body in charge of the assessment cannot reach a consensus on the targets, these can be revisited at a later stage.



Activity:	Present assessment report for consideration by decision-makers
Objectives:	<ul style="list-style-type: none"> To present an assessment report to decision-makers To receive guidance on development of an action plan
Outputs:	A formal or informal decision on how to proceed with developing an action plan and setting targets

After an assessment report has been written and endorsed, the bodies in charge of the assessment process can proceed with developing an action plan and setting targets. To proceed, it may be necessary to get approval from a higher political level of decision-makers. The finalisation of the assessment report is a good opportunity to have the support of decision-makers reaffirmed, and to receive additional guidance on whether the action plan should be standalone or integrated into another national strategy. The decision-makers may include the national civil registration coordination mechanism, or the line ministries that oversee civil registration and the public administration related to the targeted population group.



Activity:	Formulate action plan with targets
Objective:	To develop an action plan for future activities, ideally contain targets
Output:	Draft action plan with targets
Tools:	<ul style="list-style-type: none"> • Tool M: Guidance for setting targets for improving the civil registration of the populations of interest • Tool N: Example annotated outline of an action plan
Other resources:	<ul style="list-style-type: none"> • University of Queensland Health Information Systems Knowledge Hub, Strategic planning to strengthen civil registration and vital statistics systems: Guidance for using findings from a comprehensive assessment (2012). Available at: https://getinthepicture.org/sites/default/files/resources/Strategic%20planning%20to%20strengthen%20civil%20registration%20and%20vital%20statistics%20systems%20Guidance%20for%20using%20findings%20from%20a%20comprehensive%20assessment_0.pdf. • Statistics South Africa, Strategic Planning Guide for CRVS (2013). Available at: https://archive.uneca.org/sites/default/files/uploaded-documents/Statistics/CRVS/strategic_planning_guide_en.pdf. • University of Wolverhampton Centre for International Development and Training, A Guide for Developing a Logical Framework. Available at: https://www.orange.ngo/wp-content/uploads/2016/10/Logical-Framework-Centre-For-International-Development-and-Training.pdf. • ESCAP, Ministerial Declaration to 'Get Every One in the Picture' in Asia and the Pacific and the Regional Action Framework for Civil Registration and Vital Statistics in Asia and the Pacific (2015). Available at: http://www.unescap.org/sites/default/files/Asian_and_Pacific_Civil_Registration_and_Vital_Statistics_Decade2015-2024_Booklet.pdf.

Based on recommendations from the assessment report, and with the support of decision-makers, the body leading the assessment should develop an action plan. The action plan may have the objective of improving the civil registration and certification of the targeted population group, or the system as a whole. It will set out what activities need to be conducted, which targets need to be met, in which order and within which timeframes, how and by whom, and how progress will be monitored.

The other resources listed above provide specific guidance on how to develop a plan or strategy to improve civil registration. A key aspect of an action plan is prioritisation, whereby activities are measured in terms of their importance, urgency, cost, and feasibility. This will assist with allocating resources and directing efforts towards activities that are most pressing and most likely to be completed. It will be advantageous to involve the cabinet office, the national development planning agency, and the ministry of finance in the formulation of an action plan since these actors are responsible for ensuring alignment with the State's broader development objectives and for allocating government funds. In this context, it will also be beneficial to estimate the costs of implementing the action plan to assist with obtaining funds from within the government and from external donors. Likewise, States are encouraged to involve non-government stakeholders, as they will most likely have an important role to play in its implementation.

Based on the instructions received from decision-makers, as well as the national context and the nature of the recommendations, the body in charge of the assessment process will need to decide if developing a standalone action plan is appropriate, or a broader strategy is the most suitable approach. Appropriate strategies may include those related to improving the overall civil registration system, or those related to administering, resolving the situation, or achieving the SDGs for the targeted marginalized, vulnerable, or hard-to-reach population group (See Tool N).

Once the action plan has been endorsed by the body in charge of the assessment, it should be approved by decision-makers on a higher political level. If the action plan sets any specific targets, States may consider reporting these to relevant international fora, such as those that monitor SDGs or general civil registration improvement goals (ESCAP).





PART THREE:
Tools

Tool A | Guidance for the Initial Desk Review

A. Profile of refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality that reside in the territory

This exercise examines the subgroups of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality that reside in the territory, and circumstances that may affect how and if they have their births, deaths and marriages registered in the mainstream civil registration system.

There will be commonalities, but also differences, among these populations in the gaps and barriers experienced in accessing the mainstream civil registration system. Thus, there is a need to examine each situation independently and to disaggregate the findings and recommendations. For example, in situ stateless persons who have resided in the territory, often for generations, will face very different gaps and barriers to stateless asylum seekers and refugees who have migrated to the territory. There will also be dissimilar circumstances for registering the birth of foundlings, who can be at risk of statelessness, compared with registering the birth of stateless children for whom the parents are known. Similarly, there will be important differences between refugees and asylum seekers who are confined to camps compared to those who live in other settings.

Information can be gathered from ministries and agencies responsible for administering the populations of interest, as well as national security agencies and human rights institutions, including UNHCR and other non-government stakeholders. Where information is unknown, this should be documented so that it can be addressed in the later steps of the assessment.

For each subgroup, the following should be described, as well as any other characteristics that are determined to be relevant for the assessment:

- Population size (estimated if the actual figure is unknown)
- Civil registration completeness (estimated if the actual figure is unknown)
- Location(s) where they reside
- Factors that will influence the type and scale of gaps and barriers they will experience, such as:
 - likelihood of possessing identity documentation and what types of documents they typically hold
 - whether they are in a protracted situation;
 - nationality and country of origin;
 - ethnic or cultural background;
 - living conditions;
 - whether they have freedom of movement;
 - legal and migration status; and
 - political and social context (i.e., how integrated and accepted they are in the State)
- Known gaps and barriers in accessing the mainstream civil registration system and functional registration systems
- Likelihood of registration in a functional registration system
- Known government policies regarding the population group

Population subgroup	Characteristics or circumstances that may affect how they have their births, deaths and marriages registered in the mainstream civil registration system
A. [EXAMPLE 1] Foundlings	<ul style="list-style-type: none"> • <i>Foundlings are defined under the Child Protection Act and the Civil Registration Act as, "...a deserted or abandoned infant or child— with parents, guardian, or relatives being unknown—found by another person (finder); or a child committed to an orphanage, or charitable or similar institution with unknown facts of birth and parentage."</i> • <i>Foundlings have no evidence of who their biological parents are and where they were born. The Civil Registration Act, considering this, has separate provisions for registering the birth of a foundling, in order to facilitate the creation of a legal identity for the child. These provisions require a local civil registrar to register the birth of a foundling with a different type of record (Birth registration of foundling) that has minimal requirements.</i> • <i>Approximately 200 foundlings are found every year, in all parts of the country but the highest incidence is in major cities.</i> • <i>Known gaps and barriers:</i> <ul style="list-style-type: none"> ▸ <i>Police and social workers unaware of their central role in immediately notifying local civil registrars to register the birth of foundlings, leading to delays of weeks or months for the registration to take place.</i> ▸ <i>Local civil registrars generally unaware of the special procedures for registering the birth of a foundling, such as determining the name and parents on the record. Some local civil registrars register the foundling as a regular live birth, making it more difficult for the child to prove that they were abandoned as a newborn later in life.</i> • <i>Foundlings are generally granted nationality based on their inability to obtain another nationality, which is one reason that it is so important for them to be able to prove they were a foundling.</i>

*B. [EXAMPLE 2]
Refugees registered
with UNHCR and
residing in UNHCR-
operated camps*

- *These refugees arrived last year following civil conflict in the neighbouring State and live in three camps near the western border. All have been registered and found to be refugees by UNHCR.*
- *According to UNHCR, there are 16,550 refugees in this group: 4,550 refugees in Camp A; 2,000 in Camp B; and 10,000 in Camp C.*
- *All 16,550 have been found to be nationals of the neighbouring State.*
- *Many of these refugees possess their passport or national ID card, since it serves as evidence they belong to their ethnic minority. All of these refugees over 16 years old have been issued with a UNHCR registration card, which has their photo on it. Children (under 16) have their name included on their parents' or guardian's UNHCR registration card, however there is no photo.*
- *UNHCR maintains a database of the registered refugees on a household basis, including linking parent-child data to create family trees, and with photos of the entire population.*
- *These refugees are unable to leave their respective camps, so they have restricted freedom of movement.*
- *Among the 16,550 refugees living in the camps, about 500 of them were born in the camp. None have had their birth registered by the State, since the parents and child cannot leave the camp to visit a local civil registration office. UNHCR does record information on these births in the camp as part of its refugee database and camp Health Information System. Two documents are issued for births: a birth notification with medical facts of the birth (issued by the camp doctor) and a new card is issued to the mother and father specifying the newborn baby's name. The UNHCR birth notification has the prerequisite facts required under the Civil Registration Act to complete a birth registration.*
- *Marriages have been reported to occur in the camps however the number is unknown. Generally, the marriage follows traditional customs, but no informal or formal registration or certification is done. UNHCR does not record the marriage but if they live in the same building, UNHCR will record that the two individuals live in the same household.*
- *UNHCR records the deaths of registered refugees in its refugee database (by making that record inactive) and Health Information System but does not issue any certificates. Causes of death are determined roughly by the camp doctor and input into the Health Information System without any coding or compliance with the International Classification of Diseases. The handful of suspicious deaths that have occurred were referred by UNHCR to police for investigation. For police to officially conclude an investigation, one of the requirements is that a death certificate is issued, and a death is registered through facilitation of the police. This means that the only deaths in the camp that are registered by the mainstream civil registration system are those that are referred to police for investigation (5 of the 60 deaths in the three camps).*
- *Most of these refugees entered the State on a humanitarian visa exemption for 90 days when the border was open to accept them. Since the visa exemption period has well expired, the State has amended its Immigration Act to provide a legal status for refugees registered with UNHCR, for as long as they hold a valid UNHCR registration card.*

B. Stakeholder-mapping

Both government and non-government stakeholders should be involved in the assessment and in implementing the resulting recommendations. This includes stakeholders that have a direct responsibility for civil registration and for the administration of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality, and stakeholders with relevant knowledge, expertise, experience, and resources to contribute, and stakeholders with a policy interest in this issue.

Identifying stakeholders and their interests is important for generating support for the assessment, and for having a holistic and comprehensive discussion about the gaps, barriers, and opportunities for improvement. One of the first steps is to determine the key stakeholders who should be members of the body that leads the assessment.

Below is a non-exhaustive list of possible stakeholders that may be relevant to national contexts.

Potential Government stakeholders:

- Ministries and agencies responsible for carrying out civil registration (for births, deaths, and marriage registration)
- Ministries and agencies responsible for administering and policies on refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality.
- Provincial and local governments from areas that host populations of interest
- Ministry of Foreign Affairs
- Ministry of Interior
- Ministry of Justice
- Cabinet Secretariat or Office
- Ministries and agencies responsible for child protection and protection of minorities
- Ministries and agencies of Women's Affairs
- National human rights institutions
- Ministry or agency responsible for national identification systems and policies
- Ministry or agency responsible for immigration
- Ministry of Planning
- Ministry or agency responsible for disaster and humanitarian responses
- Ministry or agency responsible for national security
- Ministry of Health
- Ministry of Education
- National Statistical Office
- Ministry or Department overseeing functional registration
- Ministry or Department overseeing population register
- Local Civil Registry offices
- County commissioners and/or planners
- Police and law enforcement authorities
- Local hospital staff, midwives, and nurses among others
- Department overseeing the Health Information System (HIS)
- Ministry of Information and Communication Technology (Ministry(s) or agency(s) overseeing e-Government or data-sharing and privacy)
- Ministry of Social Development or Social Services
- Ministry or department of Children
- Electoral commission

Potential non-government stakeholders:

- Refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Local and international non-governmental organisations and civil society groups working on civil registration or assisting and/or representing the populations of interest
- Churches or religious institutions
- Journalists and media persons
- Development agencies
- Funeral parlours
- International organisations with relevant mandates e.g., RSO, IOM, UNHCR, UNICEF, UNDP, UNFPA, WHO, ADB, and World Bank among others
- Relevant research and academic institutions
- Donors who may provide financing for improving the civil registration of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality

Stakeholder	Category	Interest and mandate	Interest level
A. [EXAMPLE 1] <i>Department of Civil Registration, Ministry of Interior</i>	Government	<ul style="list-style-type: none"> • National responsibility for birth, death and marriage registration and maintaining a national civil registration database. • Provides resources and technical expertise to local civil registrars, in local government offices, so they can conduct civil registration. 	High
B. [EXAMPLE 2] <i>Local civil registrars in district offices</i>	Government	<ul style="list-style-type: none"> • Responsible for conducting civil registration, according to guidelines made by the Department of Civil Registration. • Each district has an official designated as local civil registrar by the district head. This local civil registrar is responsible for registering all births, deaths and marriages that occur in their district. • District heads report to the Ministry of Interior. 	High (in districts where refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality reside)

Stakeholder	Category	Interest and mandate	Interest level
B. [EXAMPLE 3] Department of Refugee Affairs, Ministry of Interior	Government	<ul style="list-style-type: none"> National responsibility for administering refugees and asylum seekers on the territory, including processing claims, managing camps, and maintaining a database of refugees and asylum seekers in the territory. 	High
B. [EXAMPLE 4] Ministry of Interior	Government	<ul style="list-style-type: none"> Oversees the Department of Civil Registration, the Department of Refugee Affairs and district offices Responsible for State policies on refugees, asylum seekers and stateless persons. 	High
B. [EXAMPLE 5] UNHCR	Non-government	<ul style="list-style-type: none"> Has international mandate for the protection of refugees and stateless persons. Provides technical assistance to the government and civil society regarding refugees and stateless persons. Has conducted several relevant studies and data collection on refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality in the territory, including on the possession of identity documentation. 	High

C. Known gaps and barriers

Many of the gaps and barriers experienced by refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality in relation to civil registration may already be known. Sources to complete this task may include previous civil registration assessments and research and preliminary discussions with stakeholders.

The table below is not exhaustive, and merely aims to provide an indication of the nature and scope of the gaps and barriers, which will assist with planning the assessment and identifying the stakeholders that should be members of the body leading the assessment.

Gap or barrier	Impact	Potential solutions / Recent efforts to address this
<i>A. [EXAMPLE] Civil Registration Act only allows the registration of births and marriages of non-nationals who possess a passport and valid visa</i>	This prevents the registration of births and marriages of most refugees, asylum seekers, and stateless persons. If stateless persons possess some kind of travel document, they will not be in possession of a valid visa. Likewise, the visa of almost all refugees and asylum seekers on the territory has expired, so they are unlikely to meet this requirement.	It will require an amendment to the Civil Registration Act, which was only amended three years ago. As far as we know, no discussions were held within the government or parliament about removing the requirement of a passport and valid visa.

Tool A2 | Resource Collection Guide

Creating a central collection of relevant materials and data will support later steps of the assessment. The following list provides a suggestion of what materials and data should be collected (if available, in particular States):

- Legislation, regulations, and case law related to civil registration (for different provinces or states, where applicable)
- Legislation, regulations, and case law related to the administration of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Manuals, standard operating procedures, and other administrative guidance on civil registration
- Manuals, standard operating procedures, and other administrative guidance on the administration of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Results from previous CRVS comprehensive assessments
- Results from previous CRVS rapid assessments
- CRVS system process maps for births, deaths, and marriages
- Other CRVS system assessment results
- National and subnational CRVS improvement plans or strategies
- Targets and related documentation for the ESCAP Regional Action Framework
- National and subnational policy documents and improvement strategies on:
 - identification, and
 - the administration of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Other research, analysis and assessments conducted on:
 - civil registration
 - identification
 - refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality in the State
- Information on functional registration systems that collect data on refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Participatory assessments on refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality that have covered civil registration
- Information and awareness materials about civil registration produced for refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Data and statistics on the population size and civil and functional registration completeness of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality, as well as overall civil registration statistics. Possible sources include:
 - Census data by nationality
 - Functional registration systems
 - Multiple Indicator Cluster Surveys (MICs) or DHS survey data (disaggregated where possible)

- Censuses or surveys that targeted refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- Mapping exercises for refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality
- National population database (if refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality are included)
- Health information systems (refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality)

The following excerpt outlines potential legislative materials that are useful when performing reviews of CRVS systems. This checklist should be adapted as necessary and attempt to acquire the materials relevant to their situation as part of the desk review.

Chapter II: Legal and Constitutional Foundation ◀ ☰ ▶

Guidance: While most rules regarding civil registration systems are often contained in a small handful of laws and regulations (often a Birth and Death Registration Act, Statistics Act, and their respective regulations), there are likely to be dozens of other laws that will affect the functioning of civil registration. It is critical to collect and analyze every law before analyzing the system.

Note on the use of the term “law”: Throughout this toolkit, the term “law” includes any legally-binding measure, including constitutional provisions, legislation, regulations, decree, ministerial orders, official instructions to government agencies, employee manuals, and standard operating procedures for government officials, judicial orders, international treaties, and any other document with the force of law. When referring to only those acts approved by the legislature, the term “legislation” or “act” is used.

The checklist below serves as a guide to help ensure all relevant laws have been included in the review. Countries are likely to have different versions of each law. Use the suggested daily research log (**Chapter I, Section 4, Step 3**) to assist in tracking and organizing the following types of laws:

<p>GOVERNMENT ADMINISTRATION</p> <ul style="list-style-type: none"> <input type="checkbox"/> Constitutional Provisions <input type="checkbox"/> Government Organization <input type="checkbox"/> Civil Procedure and Civil Code <input type="checkbox"/> Local Government/Autonomy <input type="checkbox"/> Administrative Procedures <input type="checkbox"/> Criminal Procedure and Penal Code <input type="checkbox"/> Code of Conduct of Government Officials <input type="checkbox"/> Judicial Enforcement <input type="checkbox"/> Budget <p>INITIAL INFORMATION COLLECTION</p> <ul style="list-style-type: none"> <input type="checkbox"/> Family, Family Registration, and Paternity <input type="checkbox"/> Identity Management <input type="checkbox"/> Nationality, Residence and Immigration <input type="checkbox"/> Burial, Cremation, and Funeral <input type="checkbox"/> Education or Student Registration <input type="checkbox"/> Police Rules for Unnatural/Accidental Deaths <input type="checkbox"/> Emergency/Disaster Procedures <p>INFORMATION MANAGEMENT AND PROCESSING</p> <ul style="list-style-type: none"> <input type="checkbox"/> Personal Information Protection 	<ul style="list-style-type: none"> <input type="checkbox"/> Electronic Government Rules <input type="checkbox"/> Telecommunications Act <input type="checkbox"/> Digital Signature <input type="checkbox"/> Notary Offices <input type="checkbox"/> Certificate of Seal Imprint <input type="checkbox"/> Civil Information Management <input type="checkbox"/> Public Security <p>MEDICAL PROCEDURES AND RULES</p> <ul style="list-style-type: none"> <input type="checkbox"/> Government/Private Hospital Manuals <input type="checkbox"/> Medical Board Training Requirements and Procedures Medical School Curriculum <input type="checkbox"/> Coroner, Autopsy, or Inquest Procedures <input type="checkbox"/> Hygiene and Disease Prevention <input type="checkbox"/> Laws on Specific Diseases, such as HIV/AIDS <input type="checkbox"/> National Health Care/Insurance <p>USES FOR CRVS INFORMATION</p> <ul style="list-style-type: none"> <input type="checkbox"/> Statistics or Censuses <input type="checkbox"/> Inheritance and Property Rights <input type="checkbox"/> Access to Education 	<ul style="list-style-type: none"> <input type="checkbox"/> National and Local Tax Collection <input type="checkbox"/> Military Service <input type="checkbox"/> Social Security and Pensions <input type="checkbox"/> Emigration and Immigration <input type="checkbox"/> Voting and Elections <input type="checkbox"/> Registration of Real Estate <input type="checkbox"/> Labor/Employment <input type="checkbox"/> Access to Banks/Telecom <p>OTHER CONSIDERATIONS</p> <ul style="list-style-type: none"> <input type="checkbox"/> International Treaties <input type="checkbox"/> National/Regional Human Rights <input type="checkbox"/> Religious Freedom <input type="checkbox"/> Protection of Rights of Children <input type="checkbox"/> Protection of Rights of Women
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Source: Schwid, A & Frederes, A et al. 2018. *Civil Registration and Vital Statistics Legal and Regulatory Review: Tools and Methodology*. Bloomberg Philanthropies Data for Health Initiative. *Vital Strategies and Global Health Incubator*. Centre of Excellence for CRVS Systems, 2018, http://www.vitalstrategies.org/wp-content/uploads/2018/01/CRVS-Legal-Toolkit_11_29_17.pdf

MAINTAINING SHARED RESOURCES

Maintaining a research log and storing materials in a central place where other stakeholders can access them is a useful preparatory step before completing the questionnaire. Having these materials available can save time and guide discussion during the assessment.

The excerpts below provide some useful tips for maintaining a research log and file saving conventions for storing resources on a shared folder.

Introduction: Process and Methodology



The following is recommended information to include in the daily research log:

- ▶ **Resource searched:** Write the name of the resource searched, including official websites, academic libraries, government offices, secondary sources, etc. It is important to be specific and provide hyperlinks to websites.
- ▶ **Day researched:** Enter the date the reviewer checked the source to allow the team of reviewers to know the last day the source was reviewed.
- ▶ **Search terms used:** If specific search terms to look for a law are used, these should be documented, even if the search terms were unsuccessful. This will help determine which search terms are the most effective. If no search terms were used, write "N/A."
- ▶ **Law(s) found:** Write the short title of each law found through the search and include the effective date of the law, if known. This will be important for laws that have undergone multiple amendments.
- ▶ **Relevant provisions of law:** Briefly describe which section(s) of the law are relevant to this work and why. For example, "Law 123 is the primary law on birth and death records." Or "Chapter 22 references use of birth certificates for school registration." These descriptions do not need to be especially detailed, but will serve as a reference to know which laws are relevant to which sections of the review. If the laws need to be translated, this will also help determine which provisions to translate.
- ▶ **Related best practice:** Each of the best practices in this toolkit is numbered. When a legal provision is related to a best practice, record the number of the corresponding best practice. This will help quickly identify the relevant provisions later in the review process.

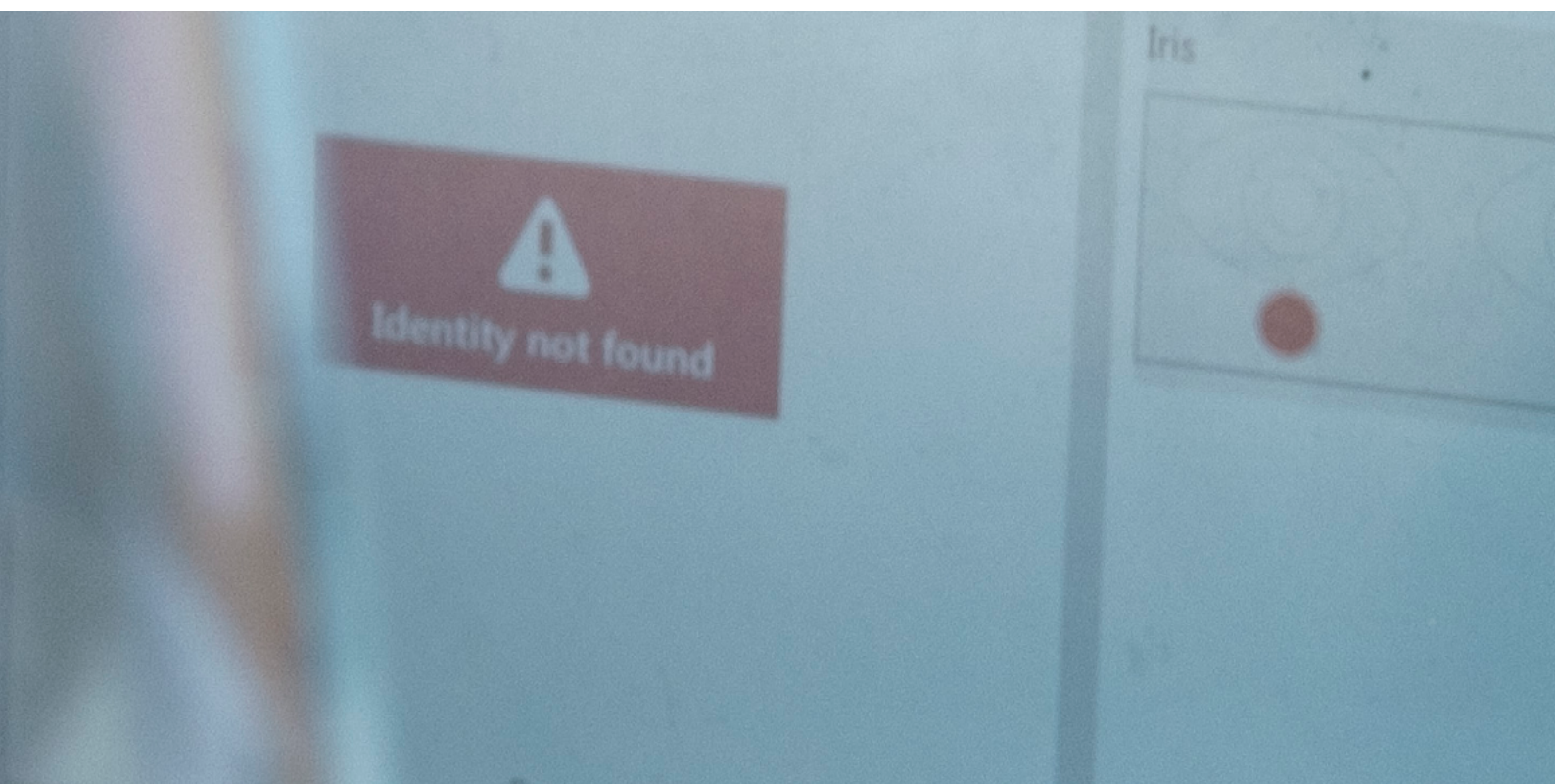
STEP 4: Upload all relevant laws to a central folder (Approx. 1 day)

It is recommended that the reviewers, especially those working in a team, save all the laws and other material in a central electronic folder to permit ease of access. Online tools like DropBox and Google Drive offer inexpensive file sharing for multiple users. A standardized labeling format for saving the laws is recommended, as this will allow easier sorting and organization of the many of laws and amendments that are typically involved in a CRVS system. See Appendix A for a recommended labeling format.

STEP 5: Confirm laws are complete and up-to-date (Approx. 1-10 days)

Once the laws have been collected and uploaded to the shared folder, review the collections for completeness. At this point, the legal experts should choose a closing date for the review. This closing date will serve as the latest date for confirmation that the laws are in force and up-to-date. Reviewers will need to confirm that there have been no subsequent amendments to any of the cited laws as of the closing date.

Source: Schwid, A & Frederes, A et al. 2018. *Civil Registration and Vital Statistics Legal and Regulatory Review: Tools and Methodology*. Bloomberg Philanthropies Data for Health Initiative. *Vital Strategies and Global Health Incubator*. Centre of Excellence for CRVS Systems, 2018, http://www.vitalstrategies.org/wp-content/uploads/2018/01/CRVS-Legal-Toolkit_11_29_17.pdf.



Appendix A – Recommend Standard for Labeling Laws Saved on Shared Folder

Laws should be saved in the following format:

Country_YYYYMMDD_Short Title of Law_DRAFT_Language_Translation.filetype

Below is a key that explains each component of this format:

1. Country

- a. Use the short title of the country name. Generally, this should be the same title as the parent country.
 - i. Ex: China (not The People's Republic of China) or S. Africa (not The Republic of South Africa)
- b. Sub-national laws should be saved in a separate folder under each country. For sub-national laws, add the region following the country name.
 - i. Ex: Russia_Chuvasia

2. Date

- a. Use the "YYYYMMDD" format
- b. For laws, use the enactment date. Usually, this will be the day the law was officially published. It is not necessary to determine the effective date. For some laws, researchers may only know the year or month — as much information as available should be included. If no enacted or published date can be easily determined, leave this section blank.
- c. For litigation, use the date when the decision was published.

3. Short Title of Law (or Litigation)

- a. Use a short, yet understandable, title of the bill or litigation. In general, more information rather than less is better. Researchers should include the type of law (e.g. law, constitution, regulation, gazette, etc.). If the legislation is numbered, include the number as well.
 - i. Ex: "Law 4256 on Public Health" or "MoHealth Decree 1234 on Hospital Admission" or "John Doe v. Jane Doe"

4. Draft or Final

- a. Only finalized laws should be captured. If there are relevant laws that are not final, label them: DRAFT. Otherwise, leave this section blank.

5. Language and Translation

- a. Designate the language using an ISO 639-1 two-letter language code. A list of codes is available at: http://www.loc.gov/standards/iso639-2/php/code_list.php
 - i. Ex: EN (English); ZH (Chinese); ES (Spanish)
- b. If the file has been translated from the original language into English, researchers should write whether it is an official or unofficial translation.
 - i. Ex: EN (English_unofficial)

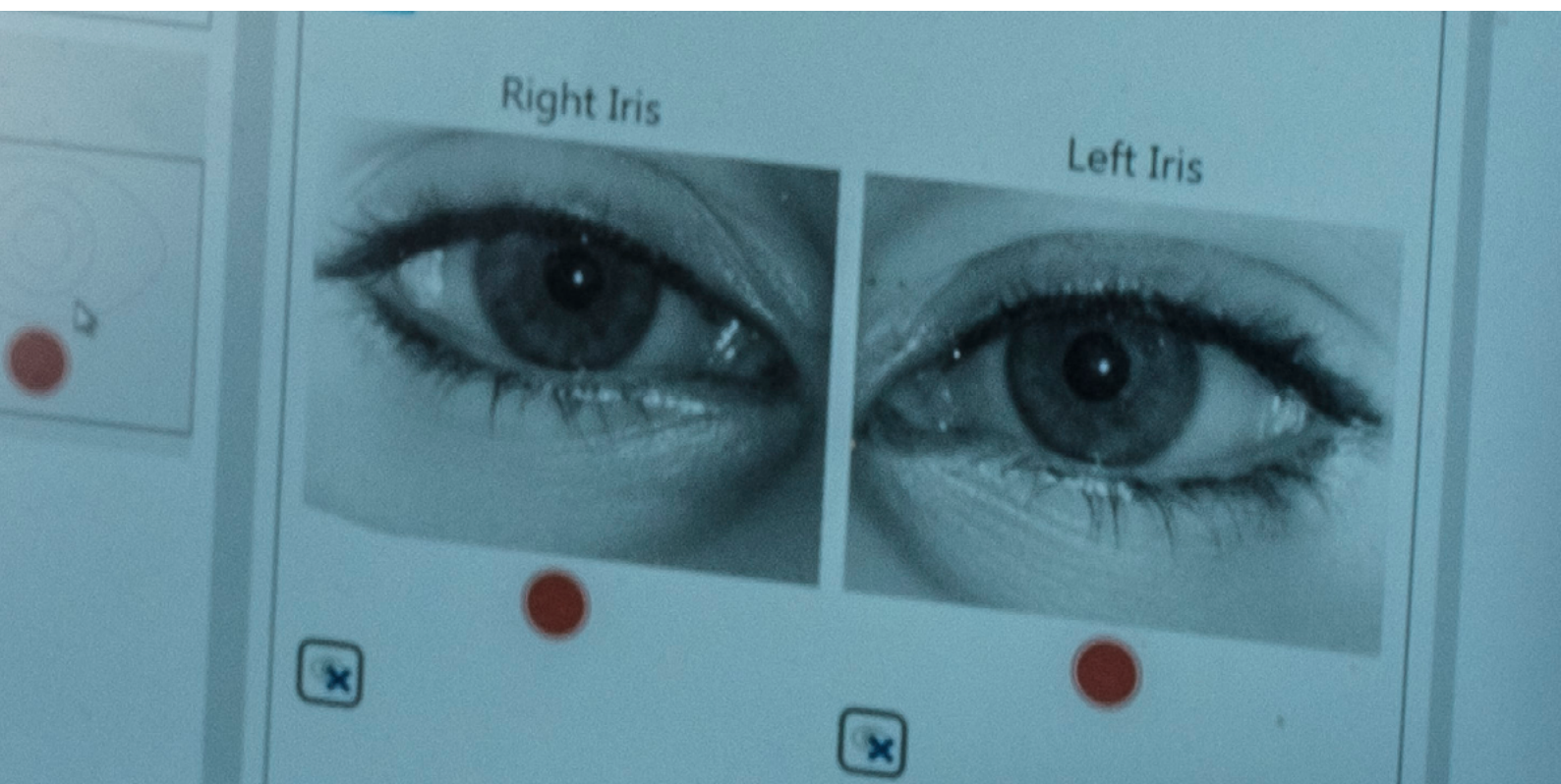
6. File type

- a. Designate the file suffix.
 - i. Ex: Microsoft Word file (.doc or .docx) or Adobe Acrobat (.pdf)

Other examples:

- ▶ Canada_Alberta_20000719_Birth and Death Registration_EN.pdf
- ▶ Turkey_20080516_Circular 2008/6_EN_unofficial.doc
- ▶ Russia_200106_CRVS Act_RU.pdf
- ▶ Bangladesh_2010_Instructions to Hospital Staff_DRAFT_BN.doc

Source: Schwid, A & Frederes, A et al. 2018. *Civil Registration and Vital Statistics Legal and Regulatory Review: Tools and Methodology*. Bloomberg Philanthropies Data for Health Initiative. *Vital Strategies and Global Health Incubator*. Centre of Excellence for CRVS Systems, 2018, http://www.vitalstrategies.org/wp-content/uploads/2018/01/CRVS-Legal-Toolkit_11_29_17.pdf.



Tool B | Example Terms of Reference for the Assessment

A. BACKGROUND

1. *[General information about recent efforts to improve the mainstream civil registration system, including descriptions of any relevant commitments (e.g., related to the SDGs or ESCAP ministerial declaration), broader civil registration or CRVS assessments that have been conducted already or improvement strategies that already exist, and the relationship of these to this assessment].*
2. *[General information of refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality on the territory, such as describing relevant policies or strategies concerning their administration].*

B. OBJECTIVE

3. The objectives of the assessment are to:
 - a. Identify the gaps, barriers, strengths, opportunities, and completeness levels that exist regarding how births, deaths and marriages that occur in the territory of *[State name]* among refugees, asylum seekers, and persons who are internally displaced, stateless or of undetermined nationality (“the populations of interest”) are registered in the mainstream civil registration system.
 - b. Make recommendations for how the gaps and barriers can be addressed and the strengths and opportunities leveraged, including through the development of an action plan, and setting of relevant targets.

C. SCOPE

4. The assessment will specifically examine how the births, deaths, and marriages of all populations of interest in the territory of *[State name]* are registered in the mainstream civil registration system. The assessment will provide recommendations on how to improve access for populations of interest. This includes the following identified population subgroups:
 - a. *[List or include in the annex the different subgroups that are known to reside on the territory, most likely based on the list developed in the initial desk review].*

D. ACTIVITIES AND MAIN OUTPUTS

5. The assessment will utilise the methodology contained in the Bali Process Civil Registration Assessment Toolkit, adjusted as necessary for the national context by *[Name of the body leading the assessment]*.
6. The specific activities that will be undertaken as part of the assessment will be described in detail in the work plan developed by *[Name of the body leading the assessment]*
7. The main outputs of the assessment are as follows:
 - a. An assessment report describing in detail the findings and recommendations.
 - b. A draft action plan with proposed targets, based on the assessment report.

E. CONDUCTING THE ASSESSMENT

8. The assessment will be led and conducted by *[Name of the body leading the assessment]*, of which the members are:
 - a. *[Ministry or agency responsible for civil registration]* (Co-Chair).
 - b. *[A ministry or agency responsible for administering refugees, asylum seekers and persons who are internally displaced, stateless or of undetermined nationality]* (Co-Chair).
 - c. *[List other members]*
9. In order to carry out its work, *[Name of the body leading the assessment]* may:
 - a. Develop a work plan, including assigning responsibility for specific activities to individual or subgroups of members.
 - b. Hold meetings or workshops and conduct field visits and focus groups.
 - c. Request data and other inputs from any source.
 - d. Invite observers to participate in specific activities of the assessment.
 - e. Amend the terms of reference.
10. *[Name of the body leading the assessment]* will collectively review and endorse the main outputs of the assessment.
11. *[Name of the body leading the assessment]* will report to *[Name of the mechanism or decision-maker that the body will report to and possibly how often they will be reporting or after which activities]*.
12. *[Name of the body leading the assessment]* will continue to exist until the main outputs have been produced and endorsed.

Tool C | Example Gantt Chart for the Assessment

	Led by	Month 1	Month 2
Organise sensitisation meeting	Co-chairs		
Produce and analyse civil registration completeness statistics on the populations of interest	Statistics subgroup		
Complete questionnaire (workshop)	Co-chairs		
Conduct field visits and focus groups	Co-chairs		
Organise results workshop to review and consolidate findings and develop recommendations	Co-chairs		
Develop assessment report with a proposal of targets for progress	Drafting subgroup		
Present assessment report for consideration by decision-maker(s)	Co-chairs		
Develop action plan with targets	Drafting subgroup		

Note: This Gantt chart does not represent a full work plan for the assessment. A work plan will have more details under each activity, including what specific activities will be done and by whom (e.g., where will field visits be conducted, when, who will join, and who will be responsible for expenses). A Gantt chart will ordinarily be in the annex of a work or project plan. This Gantt chart has been included to provide a rough indication of the time required for each activity, assuming that co-chairs are not dedicating full-time staff to the assessment. The actual time can be less or more than what is specified above.

Tool D | Example Budget for the Assessment

Activity	Amount	Funding source(s)
A. Secretariat functions for the body leading the assessment <ul style="list-style-type: none"> • Salary of dedicated staff from co-chairs • Printing • Communication costs (e.g., telephones) 		
B. Sensitisation meeting <ul style="list-style-type: none"> • Venue • Travel, accommodation and per diem of participants from local or provincial governments outside of the capital • Hospitality 		
C. Workshop to complete the Questionnaire <ul style="list-style-type: none"> • Venue • Travel, accommodation and per diem of participants from local or provincial governments outside of the capital • Hospitality 		
D. Field visits and focus groups <ul style="list-style-type: none"> • Travel, accommodation and per diem of officials for field visits and on-site focus groups 		
E. Results workshop <ul style="list-style-type: none"> • Venue • Travel, accommodation and per diem of participants from local or provincial governments outside of the capital • Hospitality 		
Total		

Note: This budget illustrates a situation in which minimal resources are required (e.g., focus groups conducted during the field visits, meaning no travel is required for focus group participants). If, for example, a State decides to hire expert consultants or to hold meetings to complete other assessment activities, additional resources will be required.

Tool E | Example Programme for the Sensitisation Meeting

09:00 - 09:15	1. Opening ceremony
09:15 - 09:30	2. Introductions and meeting expectations (facilitated)
09:30 - 10:00	Coffee break
10:00 - 11:30	<p>3. Understanding the civil registration of refugees, asylum seekers and persons who are internally displaced, stateless, or of undetermined nationality (presentations and discussion)</p> <ul style="list-style-type: none"> a. Overview of the national mainstream civil registration system (including the findings of any other civil registration assessments that have been conducted) b. Overview of refugees, asylum seekers and persons who are internally displaced, stateless, or of undetermined nationality and the importance of including them in the mainstream civil registration system c. Experiences from other States (if available)
11:30 - 12:30	Lunch
12:30 - 15:00	4. Results of the initial desk review (presentation and discussion on the profile of refugees, asylum seekers and persons who are internally displaced, stateless, or of undetermined nationality on the territory, stakeholder mapping, and known gaps and barriers)
15:00 - 15:30	Coffee break
15:30 - 16:30	5. Review and adoption of the terms of reference and work plan (taking into account the discussions of the previous session)
16:30 - 16:45	6. Any other business
17:00	7. Closing ceremony

Tool F | Example Outline for the Sensitisation Meeting Report

1. Objectives and organisation of the meeting
2. Decisions
 - a. Terms of reference
 - b. Work plan
 - c. Any other business
3. Proceedings [*A detailed account of the discussion in the following agenda items*]
 - a. Understanding the civil registration of refugees, asylum seekers and persons who are internally displaced, stateless, or of undetermined nationality
 - b. Results of the initial desk review

Tool G | Guidance for Producing Statistics on the Completeness of Registration and Documentation

DEFINING AND PRODUCING INDICATORS

What completeness indicators are appropriate for their national context given the populations of interest that reside on their territory, and available data for those populations need to be decided. Ideally, both civil registration completeness and legal documentation completeness should be measured for births, deaths, and marriages of each population sub-group. However, data may not be available for all populations, or it may be of poor quality or considered outdated.

Indicators should be disaggregated as much as possible to gain a better understanding of the current completeness status between and within sub-groups. The indicators suggested below include, at a minimum, disaggregation between refugees, asylum seekers and persons who are internally displaced, stateless or of undetermined nationality. In addition to these, it will be beneficial to disaggregate the indicators by location (e.g., by province, administrative subdivision, or by urban/rural), by age, by gender and other appropriate subgroups within these categories (i.e., the subgroups identified in the initial desk review).

If statistics on the completeness of civil registration of refugees, asylum seekers and persons who are internally displaced, stateless or of undetermined nationality have already been produced (i.e., for reporting progress on SDG target 16.9 or in implementing the ESCAP Ministerial Declaration.), these can be used for the purpose of completing this assessment activity. International organisations, such as UNHCR and UNICEF may already possess relevant data or have useful estimates that can be used for this exercise.

Indicators derived from civil registration data is typically calculated by using data from a designated time period (i.e., all births in the last calendar year); similarly, completeness rates of birth registration are generally calculated by considering all children under age five. Ideally, completeness rates for refugees, asylum seekers, persons who are internally displaced, stateless or of undetermined nationality would be calculated using the same methodology, however, due to small population sizes and lack of available data, this may not be possible. It is thus important to use all available data to make the best estimates and the calculations for the selected indicators can be replicated in a few years' time to measure progress against the baseline.

An overview of each of the suggested indicators along with their associated calculations is provided below, followed by potential data sources and limitations. The aim of indicators A, B and C is to demonstrate the proportion of births, deaths and marriages occurring among refugees, asylum seekers and persons who are internally displaced, stateless or of undetermined nationality in the territory who are registered in the mainstream civil registration system. Meanwhile, indicators D, E and F demonstrate the proportion of births, deaths, and marriages of the populations of interest that have been registered in the mainstream civil registration system and for which appropriate persons are in possession of the legal documentation.

SUGGESTED INDICATORS

A. BIRTH REGISTRATION COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who were born in the territory (live birth) and whose birth has been registered in the mainstream civil registration system</p> <p>And y = The total number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who were born in the territory (live birth)</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality <p>If data is available, it would be useful to calculate this statistic for children under age five and for children under age one.</p>
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B. DEATH REGISTRATION COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who have died in the territory and whose death has been registered in the mainstream civil registration system</p> <p>And y = The total number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who have died in the territory</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality
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C. MARRIAGE REGISTRATION COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of marriages that have occurred in the territory involving at least one person classified as a refugee, asylum seeker, internally displaced person, stateless person or person of undetermined nationality and this marriage has been registered in the mainstream civil registration system</p> <p>And y = The total number of marriages that have occurred in the territory involving at least one person classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality
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D. BIRTH CERTIFICATE COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who were born in the territory (live birth) and who possess a birth certificate</p> <p>And y = The total number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who were born in the territory (live birth)</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality <p>If data is available, it would be useful to calculate these statistics for children under age five and for children under age one.</p>
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E. DEATH CERTIFICATE COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who have died in the territory and whose family or next of kin possess a death certificate</p> <p>And y = The total number of persons classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality who have died in the territory</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality
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F. MARRIAGE CERTIFICATE COMPLETENESS

$\frac{x}{y}$	<p>Where x = The number of marriages that have occurred in the territory involving at least one person classified as a refugee, asylum seeker, internally displaced person, stateless person or person of undetermined nationality and the couple is in possession of a marriage certificate</p> <p>And y = The number of marriages that have occurred in the territory involving at least one person classified as a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality</p> <p>Minimum disaggregation by:</p> <ul style="list-style-type: none">• refugees• asylum seekers• internally displaced persons• stateless persons and• persons of undetermined nationality
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POTENTIAL SOURCES OF DATA

The suggested indicators will require two sets of data to demonstrate the level of completeness:

- The **numerator** or **x** in the suggested indicators (e.g., the number of births, deaths or marriages recorded in the mainstream civil registration system for civil registration completeness; or the number of births, deaths and marriages that have been registered and appropriate persons are in possession of a birth, death, or marriage certificate for legal documentation completeness).
- The **denominator** or **y** in the suggested indicators (e.g., the number of births, deaths or marriages that have occurred for indicators A, B and C; or the number of births, deaths or marriages recorded in the mainstream civil registration system for indicators D, E and F).

The following table describes potential sources of data:

The civil registration system	<p>This is useful for producing the numerator for registration and documentation completeness for all indicators.</p> <p>If refugees, asylum seekers and persons who are internally displaced, stateless or of undetermined nationality can be identified in civil registration data then it is likely the best source of data because it represents the actual number of births, deaths and marriages that have been registered. Likewise, this data source will likely enable disaggregation by characteristics collected by the civil registration system (e.g., location, nationality, sex, and age).</p> <p>It is more likely that stateless persons and persons of undetermined nationality will be able to be identified in civil registration data than asylum seekers and refugees. This is because a person's status as a refugee or asylum seeker is typically not recorded as part of civil registration, while nationality (or lack thereof) is recorded.</p> <p>A key strength of the civil registration system as a source of data is that the statistics should be produced continuously, unlike surveys and censuses, which provide a snapshot at a single point in time. However, it relies on other sources (see below) to produce the denominator (i.e., the number of births, deaths and marriages that have occurred in the territory).</p>
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Surveys

Sample surveys that target or include refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality are a useful data source because they can produce both the numerator and the denominator for civil registration and legal documentation completeness.

UNHCR, NGOs, or academic and research institutions may have conducted a survey of the populations of interest in the territory that could provide relevant data. States are therefore encouraged to work with these data producers to determine if relevant data is available and if future surveys can be adapted to include questions related to the completeness of civil registration and legal documentation.

There are at least two relevant internationally supported surveys that include questions on whether children under the age of five in a household have had their birth registered: UNICEF's MICS and the Demographic and Health Survey (DHS). These surveys are the basis for most publicly available statistics on completeness of birth registration and receipt of birth certificates. However, neither of these survey programmes specifically target refugees, asylum seekers, or persons who are internally displaced, stateless, or of undetermined nationality. If populations of interest are included in the sample, without asking about legal status or other characteristics, the populations may not be identifiable. Without taking them into consideration when drawing the sample, the numbers of these populations included in the sample will not be large enough to accurately represent the rest of the populations of interest as a whole.

As part of administrative processes related to refugees, asylum seekers, internally displaced persons, stateless persons and persons of undetermined nationality, States, or non-government stakeholders, such as UNHCR, may conduct demographic, health, and other surveys of these populations. However, these surveys are unlikely to include questions about the completeness of civil registration and legal documentation. Thus, to produce civil registration and legal documentation completeness statistics on the populations of interest, relevant questions should be incorporated into existing surveys, which will likely be cheaper and require less effort.⁴⁹

The disadvantage of surveys is that they are costly to conduct, require careful planning, and use statistical models to represent the whole target population, so their accuracy depends on having sufficient data available (e.g., on the population size and demographics) to develop those models. Likewise, surveys rely on respondents answering honestly or having enough knowledge to answer questions correctly. For example, some parents may believe that a birth notification is a birth certificate and mistakenly report that a child's birth has been registered and that they are in possession of a birth certificate.

<p>Censuses</p>	<p>Censuses that include refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality are a useful source because they can produce both the numerator and the denominator for completeness of civil registration and legal documentation. Censuses aim to collect data from the whole target population, which makes them more expensive to conduct and requires more effort.</p> <p>Census data to produce civil registration and legal documentation completeness statistics will come from either a national population and housing census, or a census specifically targeting the populations of interest. In national censuses, as with surveys, a question allowing for the identification of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality would be needed, along with questions inquiring about birth, death, and marriage registration completeness, and related documentation completeness.</p> <p>As part of administrative processes related to refugees, asylum seekers, internally displaced persons, stateless persons and persons of undetermined nationality, States, or non-government stakeholders, such as UNHCR, may undertake a census or listing of these populations that are known to reside in the territory. These are excellent opportunities to collect data to produce civil registration and legal documentation completeness statistics.</p>
<p>Mapping exercises</p>	<p>A mapping exercise may elucidate the number of stateless persons or persons of undetermined nationality residing in a certain area. In these areas, enumerators visit all the households in certain communities or areas and ascertain how many people are refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality. Including questions about registration of vital events and possession of associated legal documents during the exercise could help elucidate registration and documentation completeness rates for these populations.</p>
<p>Small area estimates</p>	<p>NGOs or other actors working at the community level in the realm of civil registration may be able to provide data to estimate completeness for certain populations. For example, an NGO working in a small community to register births may be able to provide the number of births to refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality. They would then be able to tell how many of these births were registered, and how many received a birth certificate. From this information, completeness indicators can be calculated. If other communities with populations of interest are similar to the community in which the NGO works, the indicator calculated may be used as an estimate for completeness of the population of interest as a whole.</p>

<p>Other administrative data sources</p>	<p>Other administrative sources can include functional registration systems that record refugees, asylum seekers, stateless persons and persons of undetermined nationality, the national population registry or database, and Health Information Systems.</p> <p>States that recognise refugees and asylum seekers are likely to operate a functional registration system to register them and record their claims, and to issue appropriate ID documentation. Otherwise, UNHCR may maintain a similar system if the host State permits. It is also likely that administrators of camps hosting refugees and asylum seekers will maintain a functional registration system that may be linked with a central database or Health Information System. It is less likely that there will be a functional registration system for stateless persons and persons of undetermined nationality. However, if these populations are included in the national population database, it may be possible to identify them.</p> <p>In terms of marriage registration, communities themselves or religious institutions may keep an informal register of marriages. These can be a useful source of data.</p>
<p>Linking two databases</p>	<p>If most births take place in a hospital, it may be possible to link the Health Information System with the civil registration system to determine registration and documentation completeness. However, at least one of the databases would need the ability to identify refugees, asylum seekers, stateless persons, and persons of undetermined nationality. Additionally, there would need to be a way to link records such as by unique ID or probabilistic linkage (which requires technical expertise).⁵⁰</p>
<p>Capture-recapture and other demographic techniques</p>	<p>It is possible to estimate completeness using several complex statistical and demographic techniques. The methodology of these techniques is beyond the scope of this Toolkit. ESCAP Member States interested in using these techniques are encouraged to contact ESCAP for potential technical assistance. Further information can be found at:</p> <ul style="list-style-type: none"> • The United Nations Expert Group Meeting on the Methodology and lessons learned to evaluate the completeness and quality of vital statistics data from civil registration.⁵¹ • Contemporary methods for assessing coverage and completeness of CRVS systems with national examples.⁵²

In terms of producing the denominator for the indicators (i.e., the number of births, deaths and marriages that have occurred among refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality in the territory), it will be easier for births and deaths than for marriages.

In deciding which sources of data should be used to produce completeness statistics, it is crucial that data quality is evaluated. [The United Nations Principals and Recommendations for a Vital Statistics System](#) describes the quality of vital statistics.⁵³ However, imperfect data may still be useful if no other data is available.

CHALLENGES

There will be challenges in obtaining data to produce civil registration and legal documentation completeness statistics specifically on refugees, asylum seekers, stateless persons, and persons of undetermined nationality.

In terms of methodological challenges, data may not be collected in such a way to identify refugees, asylum seekers, stateless persons, and persons of undetermined nationality. Data sources (e.g., the national population database) may be exclusively for nationals and non-nationals with a residence permit, or, in the case of surveys, the size of the populations residing in the territory may not be large enough to justify their inclusion in the sample for extrapolation (i.e., they may not be targeted to be a larger proportion of the sample in order to produce estimates specifically for them).

The practical challenges include a desire of some refugees, asylum seekers, stateless persons, and persons of undetermined nationality to remain 'hidden' from the government and data collection exercises. Other challenges include the significant resources and effort required to identify and enumerate refugees, asylum seekers, stateless persons, and persons of undetermined nationality.

Despite these challenges, it is important to make the best use of available data and develop indicators that can be replicated to measure progress against baseline indicators. It is also important to document any areas where no data exists. Additionally, it is recommended to include suggested sources that could be strengthened to include the missing data, or other measures or data collection exercises to produce the missing data.

Tool H | Questionnaire

Ideally, the questionnaire should be completed in the context of a workshop or meeting with all stakeholders. Completing the questionnaire in the context of a workshop allows for consensus-building of what the current civil registration system looks like, and what areas should be targeted for improvements, as well as acknowledgement of the parts of the system that are contentious or unclear.

This exercise is to identify specific gaps, barriers, strengths, and opportunities for each population of interest. It is recommended to disaggregate responses as much as possible, by population subgroup and by province or state (e.g., in decentralised systems). Below is example of what should be covered:

1. National
 - a. Refugees
 - b. Asylum seekers
 - c. Stateless persons
 - d. Persons of undetermined nationality
 - e. Internally displaced persons
2. Province A
 - a. Refugees
 - b. Asylum seekers
 - c. Stateless persons
 - d. Persons of undetermined nationality
 - e. Internally displaced persons
3. Province B
 - a. Refugees
 - b. Asylum seekers
 - c. Stateless persons
 - d. Persons of undetermined nationality
 - e. Internally displaced persons

A. GENERAL ISSUES

A1. PROFILE OF REFUGEES, ASYLUM SEEKERS, AND PERSONS WHO ARE INTERNALLY DISPLACED, STATELESS OR OF UNDETERMINED NATIONALITY ON THE TERRITORY

1. List the subgroups of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality that are known to reside in the territory.

If none of a certain category are known to reside in the territory, please also include them in the table (e.g., if refugees were to reside in the territory in the future). An example is provided below:

Reference	Subgroup and geographic area
<i>EXAMPLE: Registered refugees</i>	<i>Registered refugees holding a UNHCR card</i>
<i>EXAMPLE: Unregistered refugees</i>	<i>Refugees living in the community that are not in a functional registration system or registered with UNHCR or government entity.</i>
<i>EXAMPLE: Foundlings</i>	<i>Abandoned children found and reported to authorities with unknown parents or guardians</i>
<i>EXAMPLE: In situ stateless persons</i>	<i>Persons who are stateless and were born in the territory and come from families that have resided there for generations</i>

Note: This table is for example purposes only and is by no means exhaustive.

A2. STAKEHOLDERS

2. List the government and non-government stakeholders that have an interest and/or mandate in the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality, and describe their interests and/or mandate. See **Tool A: Guidance for the initial desk review, Section B Stakeholder-mapping** for a list of suggested stakeholders to review.
3. Are there any identified stakeholders who can play a greater role than they currently do regarding the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? If so, please elaborate.

A3. EXISTING TARGETS AND COMMITMENTS

4. Are there any relevant existing targets or commitments that the State has set or made regarding the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?
 - a. If so, what are they?
 - b. How has your State performed in realising these targets or commitments?
 - c. Is there a baseline to measure targets? How is the progress measured?

B. SERVICE PROVIDER ISSUES

B1. LEGAL AND REGULATORY FRAMEWORK

Note: In this section, please cite the relevant law/article where possible.

5. Do the civil registration laws state that registration is compulsory for **all** births and deaths that occur on the territory?

6. Do the laws and regulations on birth, death, and marriage registration (e.g., the civil registration law) permit the recording of births, deaths and marriages that occur in the territory among refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality in the mainstream civil registration system?
 - a. If not, please list the articles that prohibit them from doing so.
 - b. If yes, please list any restrictions or conditions (e.g., requirement of legal residency or immigration status)?
7. Do laws and regulations provide clear definitions of:
 - a. Vital events: births, deaths, and marriages?
 - b. Who is considered a refugee, asylum seeker, internally displaced person, stateless person, and person of undetermined nationality?
8. Do laws and regulations clearly assign responsibility for the registration and administration of legal documents such as birth, death, and marriage certificates to a specified Government agency?
 - a. Is it clear what agency is responsible for registering each vital event? Are there any areas where responsibilities overlap?
 - b. Do the agencies listed above also cover the registration of vital events and provision of legal certificates for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?
 - i. If not, do the laws and regulations clearly state which government agencies are responsible for registering the vital events of these populations? If so, please specify who is responsible for each population group of interest for each type of vital event.
9. Are there any aspects of the laws and regulations on birth, death, and marriage registration (e.g., the civil registration law) that might prevent or create barriers for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to have their birth, death or marriage recorded in the mainstream civil registration system and have legal documentation issued?
10. Are there any other laws or regulations (e.g., on immigration or the status of refugees and asylum seekers) that might prevent or create barriers for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to have their birth, death or marriage recorded in the mainstream civil registration system and have legal documentation issued?
11. Are there laws, regulations and/or procedures in place to register the births of foundlings?
 - a. If so, how sufficient are these?
 - b. If the nationality of a foundling cannot be determined and they would otherwise become stateless, are there provisions in the law to grant them nationality?
12. Are there any laws or regulations that require hospitals or clinics to report births and deaths that occurred on their premises to the civil registry office?
 - a. If so, which hospitals and clinics are required to do so?
 - b. Are they also required to issue a birth notification or a death notification?
 - c. Are hospitals required to report all births? If not, which births are required to be reported? E.g., national citizens, legal residents and so on
 - d. Are parents required to have any identity documentation to receive a birth notification?

13. When were the laws and regulations on birth, death and marriage registration last reviewed or revised?
- a. Have there ever been discussions on addressing the gaps and barriers in the laws and regulations that affect refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? If so, please elaborate on the outcomes of the discussions.
14. Is your State a party to the any of the following?
- a. Universal Declaration of Human Rights, 1948 (Art 6 – the right to have other rights, i.e., legal status; Art 15 – the right to a nationality)
 - b. Convention on the Rights of the Child, 1990 (Art 7 – right to birth registration, a name, and nationality)
 - c. International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (Art 29 – migrant child right to a name, birth registration, and nationality)
 - d. Convention to Reduce Statelessness (Art 1 – States must grant nationality to person born in territory if otherwise stateless)
 - e. Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages, 1962 (Art 2 – minimum age; Art 3 – marriages must be registered)
 - f. Convention on the Elimination of All Forms of Discrimination against Women, 1979 (Art 16.2 – marriages must be registered and no child marriage)

B2. PROCEDURES AND SUPPORTING DOCUMENTATION REQUIREMENTS

15. If not already available from a previous CRVS comprehensive assessment, it is recommended to create a process map for how births, deaths, and marriages would be registered, and how legal certificates would be issued to the family. (See **Tool O for Process Map Examples and the questionnaire activity guidelines for resources on completing process maps**).

A process map for each population group may be created to determine where the differences lie, and where potential barriers and bottlenecks can be identified. In decentralised government systems, a process map will be needed for each province as procedures may vary. Additionally, consider how processes would differ between:

- On-time registration
- Delayed registration, and
- Late registration

Scenario ‘a’ below gives an example of the number of different registration processes to be considered. Scenarios ‘b-l’ should be discussed for each population group and each time at registration.

The following events should be described in detail:

- a. A birth occurs in a local hospital or clinic (does it differ by clinic?)
 - i. On time registration for:
 1. National citizens and legal residents
 2. Refugees
 3. Asylum seekers
 4. Stateless person
 5. Persons of undetermined nationality
 6. Internally displaced person

- ii. Delayed registration for:
 1. National citizens and legal residents
 2. Refugees
 3. Asylum seekers
 4. Stateless person
 5. Persons of undetermined nationality
 6. Internally displaced person
- iii. Late registration for:
 1. National citizens and legal residents
 2. Refugees
 3. Asylum seekers
 4. Stateless person
 5. Persons of undetermined nationality
 6. Internally displaced person
- b. A birth occurs at home.
- c. A birth occurs in the community.
- d. A foundling is discovered
- e. A death occurs in a local hospital or clinic. Does the death registration and cause of death certification differ by clinic?
- f. A death occurs at home.
- g. A death occurs in the community.
- h. A death occurs at home or in the community with suspicious causes (e.g., violence, poisoning, suicide and so forth).
- i. A marriage occurs at home.
- j. A marriage occurs in the community.
- k. A marriage occurs in a religious institution.
- l. A marriage occurs in a Government Ministry (i.e., eloped in the courts or in civil registry office)
- 16. Are there any gaps or barriers in the processes that might prevent refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality from completing the registration and receiving legal documentation, or create unnecessary delays?
 - a. If the processes are different to processes for nationals and legal residents, please explain how.
- 17. How consistently are the laws, regulations and processes described applied across the territory?
 - a. If there are inconsistencies, please explain what are they and why do they exist?
- 18. What supporting documentation is required or accepted for verifying the identity and/or residence of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality for on-time, late or delayed registration of a birth, death, or marriage?
 - a. Do the supporting documentation requirements match the documentation that the subgroups identified in question 1 ordinarily possess?
 - b. In situations when the populations of interest do not have the accepted (or any) documentation, what alternatives are in place for verifying the relevant facts of a birth, death, or marriage?

19. Are there ways to revise the processes and requirements to make them more accessible for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality (e.g., through the development of 'special procedures')?
20. Are there any mechanisms in place to identify births, deaths and marriages that have occurred among refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality who may not yet have been registered (e.g., mobile registration clinics or checking birth certificates at schools)?
 - a. If so, how sufficient are these?
 - b. If unregistered births, deaths, and marriages have been identified, are there measures in place to facilitate late registration? If so, please explain what they are.
21. What data is collected when recording the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? What data is displayed on the legal documentation issued for these populations?
 - a. Are there differences between data collected and displayed for nationals and legal residents, and these populations? If so, please explain what they are and why they exist.
22. If the nationality of a child is collected at the time of birth registration and displayed on a birth certificate, how is the nationality determined?
 - a. Is there a process for amending the nationality of a child on their birth registration record and birth certificate? If so, please elaborate.
 - b. What happens on the birth registration record and birth certificate if the child is found to be stateless or of undetermined nationality? Can the process be completed?
23. If certain data is unverified during the process of registration, can a record be created, and document be issued? If not, what happens?
24. Are there any potential situations where births, deaths and marriages occur in porous border areas or among nomadic populations that may travel across borders on a regular basis?
 - a. If so, if it was not clear where a birth, death or marriage occurred, how would it be registered?
25. Are there mechanisms in place to provide legal documentation for refugees and asylum seekers that wish to return to their country of origin? If so, please elaborate on the procedures.
 - a. If so, how sufficient are these?

B3. AWARENESS, IMPLEMENTATION, AND CAPACITY AT THE LOCAL LEVEL

26. Is there a manual, handbook or similar resource that describes the processes and requirements for registering births, deaths, and marriages?
 - a. If so, does it cover processes and requirements for registering refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality (e.g., as a special procedure)?
 - i. If so, how effective is the manual, handbook, or similar resource in general and for covering the registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?
 - ii. Is it available in every local office?
 - iii. How is it disseminated?
 - iv. How often are these resources reviewed and updated?
 - v. Are there specific resources for registering the vital events of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? If so, please comment on questions i-iv above.

27. Is any training provided to government officials involved in civil registration or administering refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality regarding registering their births, deaths, and marriages?
 - a. If so, how often does the training occur? Where does the training occur? Who is selected for the training?
 - b. Is this training adequate (both in terms of quality and frequency and accessibility for local staff)?
28. In complicated or unusual situations involving registering the birth, death or marriage of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality, is there a source of official information and advice that civil registration staff can access?
 - a. Is there good communication between the local, regional, and central offices? If a person in a local office needed guidance on an unusual situation, would he or she be able to reach a regional or central office in a timely manner (also consider availability of reliable power source, internet, cellular reception)?
29. Do local civil registration offices that deal with refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality on a relatively regular basis have sufficient capacity (e.g., number of adequately trained staff, equipment, and interpreters among others)?
 - a. Is there information on how many local civil registration offices deal with these populations of interest on a monthly basis?
30. Are there any gaps in terms of the awareness or knowledge of local civil registration or government officials about how and why to register the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? For example, are local civil registration offices reluctant to register the births and marriages of these populations of interest out of fear of issuing legal documentation to non-nationals such as refugees and asylum seekers? Is there any concern amongst local staff about conferring citizenship by issuing legal documents?
31. Is there sufficient government budget set aside specifically for civil registration related activities of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? If so, please list how much and what it is dedicated to.
32. Are there any other gaps or weaknesses in current capacity that prevent universal civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?

C. BENEFICIARY ISSUES

C1. AWARENESS AND PERCEPTIONS AMONG THE POPULATIONS OF INTEREST

33. Are the subgroups identified in question 1 sufficiently aware about the need to have their births, deaths and marriages registered in the mainstream civil registration system, and how to go about registering their vital events?
 - a. If not, what are the gaps in awareness or knowledge? Any misconceptions?
34. Any information materials produced, or other initiatives undertaken to make refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality aware of the need to have births, deaths and marriages registered in the mainstream civil registration system, and how to do so? Please elaborate.
 - a. How effective are these?

- b. Are the information materials or initiatives translated into languages spoken by the subgroups identified in question 1?
35. Is there any collaboration or partnerships with international, non-governmental or civil society organisations to raise awareness or facilitate the civil registration of these populations?
36. Are there any incentives for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to have their births, deaths and marriages registered (e.g., birth certificates are necessary to enrol a child in school, and new mothers receive a welcome baby box with diapers and so forth)?
37. Are there any mechanisms for the populations of interest to access legal or administrative advice and recourse regarding civil registration (e.g., legal clinics, administrative reviews, through the court system)?
38. Are there any perceptions (e.g., fear of deportation, arrest, or detention) that might prevent the populations of interest from notifying relevant authorities about their births, deaths, or marriages?
- a. If these perceptions are unfounded, is there anything being done to address them?

C2. GEOGRAPHIC AND PRACTICAL BARRIERS

39. In areas where the subgroups identified in question 1 reside, how accessible are local civil registration offices? Are services available within 1.5km of communities? Is local transport to civil registry offices accessible, safe and reliable, and inexpensive?
- a. Are there any measures undertaken to make civil registration more physically accessible to refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality (e.g., mobile registration)?
 - b. For refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality that have no or restricted freedom of movement (e.g., in refugee camps or detention), are there mechanisms in place to register their births, deaths and marriages (e.g., routine mobile registration or sharing of data between camp administrators and civil registration offices)?
40. How much does it cost for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to record their births, deaths, and marriages in the civil registration system? How much for the receipt of documentation?
- a. Are there penalties for late or delayed registration?
 - b. Are these fees or penalties affordable?
 - c. Are there any mechanisms to have these fees or penalties waived?
41. How long does it take for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to receive birth, death, and marriage certificates? Can documents be issued on the same day? If not, do they need to return to the office at a later date? Will they be notified when documents are ready? If so, how?
42. Are civil registration forms and other important documents translated into languages spoken by the subgroups identified in question 1 or is interpretation available?
43. Are there any other geographic or practical barriers that might prevent refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality from registering their births, deaths, and marriages in the mainstream civil registration system?

D. RELATIONSHIP WITH FUNCTIONAL AND POPULATION REGISTRATION

44. What government and non-government registration systems or databases other than the mainstream civil registration system (e.g., functional registration system or national population database) exist to register refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality and/or their births, deaths, or marriages?

Registration system or database	Populations covered	Purpose of the registration system or database	Documentation issued (if any)	Responsible entity/ institution for the registration system or database	Estimated completeness level

45. Describe the links, if any, between the systems and databases (e.g., automatic transfer of data or crosschecking for quality assurance and integrity checks among others) and with the mainstream civil registration. How are the systems linked? Does a vital event in one system effect the status of a record in another system? (e.g., death record in mainstream civil registration system nullifies person-record in functional registration system).

46. Are there any opportunities to increase the level of coverage and data quality of the mainstream civil registration system (in terms of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality) through links with other registration systems and databases?

E. VITAL STATISTICS AND COMPLETENESS DATA

E1. COMPLETENESS DATA

Respondents may wish to refer to the assessment activity and tool related to producing completeness statistics.

47. Is the rate of civil registration known for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?

- a. If completeness levels for any group or type of vital event are missing, please specify the missing or unknown ones. Please comment on potential sources of data to bridge these gaps. What would need to be done to collect such data?

48. Is the level of completeness known for receipt of legal documentation for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?

- a. If completeness levels for any group or receipt of certain legal documentation are missing, please specify which ones are missing or unknown. Please comment on potential sources of data to bridge these gaps. What would need to be done to collect such data?

49. Among the collected data about refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality (e.g., through functional registration, surveys, mapping, listing or censuses), do any of these sources inquire about whether births, deaths or marriages have been registered in the civil registration system, or whether respondents possess the relevant legal documentation?
- If not, are there any opportunities to include such questions in data collection of existing sources?
 - Are there opportunities to administer new data collection mechanisms?

E2. USE AND AVAILABILITY OF VITAL STATISTICS

50. Can civil registry records be disaggregated for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality (i.e., is there a variable or field that identifies them as belonging to one of these population groups for analysis purposes)?
51. Are vital statistics calculated for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality? Are indicators such as fertility, mortality, and leading causes of death calculated for these populations of interest?
- If so, is available data being shared either publicly or confidentially? Who uses this data? Is the data being shared with other ministries or international agencies (i.e., UNHCR) that administer refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality?
52. Does your State use vital statistical data to investigate health disparities among populations of interest? For example, to investigate adolescent birth rates, infant and child mortality rates, and leading causes of death that may differ from the national population?
- If not, what would be needed to do so? Is this feasible?

Tool I | Guidance for Conducting Field Visits and Focus Groups

FIELD VISITS

Field visits involve an official or small team of officials going to local administrative offices where refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality should have their births, deaths and marriages registered.

The aim of field visits is to observe local-level or location-specific practices and conditions to identify:

- Practical issues and barriers at the local level, especially regarding access to civil registration
- Implementation of civil registration, including understanding and adherence to procedures and any misconceptions about who is covered by the registration process and how it works
- Capacity of local civil registration offices that are likely to be visited by refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality
- Good practices that can be scaled up or emulated elsewhere
- Lessons from the implementation of functional registration if it exists
- Opportunities for addressing gaps and barriers

Officials who join the field visits are recommended to conduct interviews with populations of interest in the area and local-level stakeholders, including civil registration staff, civil society, and aid workers. Interviews should focus on perceptions and experiences of accessing the mainstream civil registration system.

If refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality are dispersed across the territory, it may not be feasible to go to all locations and it may also be challenging or impossible to go to particular locations (e.g., due to high costs, limited physical access or security risks). If it is not possible to fund the travel of participants to meet in a specific location, field visits can be a good opportunity to do focus group discussions. In these cases, field visits should go to as many locations as practicable that would be representative of the overall situation, taking into account the conditions, gaps and barriers among these populations and their subgroups. For example, the situation of stateless persons and refugees living in urban environments will be vastly different to stateless persons in remote areas and refugees in camps. If circumstances allow, and if it is not possible to conduct field visits and meeting in the capital, virtual visits should be taken into consideration.

INTERVIEW QUESTIONS FOR LOCAL CIVIL REGISTRY STAFF

Below is a suggested list of questions for local civil registry staff who are involved in registration process. These questions can be adjusted according to local context and needs.

1. Process mapping exercise – This is a critical first step in understanding processes and perceptions at the local level. It is an important piece of information to determine if local processes and procedures differ from those described by the central office in Tool H. Process mapping is a detailed flow chart that outlines all the steps and actors necessary from the time the vital event occurs until registration and the delivery of an official certificate. It is important that the interviewer draws the map and shows it to the interviewee so he or she can confirm that the steps are correct. For unknown or unclear steps, it should be marked as “unknown.” See Tool O for examples of process maps.

- a. Ask civil registry staff: Please describe step-by-step what happens when:
 - i. A birth occurs in a local hospital or clinic, does it differ by clinic?
 - ii. A birth occurs at home.
 - iii. A birth occurs in the community.
 - iv. A death occurs in a local hospital or clinic. Does the death registration and cause of death certification differ by clinic?
 - v. A death occurs at home.
 - vi. A death occurs in the community.
 - vii. A death occurs at home or in the community with suspicious causes (e.g., violence, poisoning, suicide).
 - viii. A marriage occurs at home.
 - ix. A marriage occurs in the community.
 - x. A marriage occurs in a religious institution.
 - xi. A marriage occurs in a Government Ministry.
 - b. What documentation is needed to register each of these events. What happens after they apply for registration? Who approves the process?
 - c. How do applicants receive their official certificates? Do they need to come back? How long does it take? How are they notified when the certificate is ready?
2. How do these processes differ between citizens and non-nationals? How would these processes differ if a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality was trying to register their vital events?
 3. Who is legally allowed to register their vital events? All nationals? Legal residents? What about undocumented residents or persons of unknown nationality?
 4. What data is collected when recording the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality and displayed on the legal documentation issued?
 - a. Is it different from the data collected and displayed for nationals and legal residents? If so, why?
 5. If the nationality of a child is collected at the time of birth registration and displayed on a birth certificate, how is the nationality determined?
 - a. Is there a process for amending the nationality of a child on their birth registration record and birth certificate?
 - b. What happens on the birth registration record and birth certificate if the child is found to be stateless or of undetermined nationality?
 6. If certain data is unverified during the process of registration, can a record be created, and document be issued (e.g., with a note on the preliminary nature of the record and document)? If not, what happens if a registration is left incomplete?
 7. Are there any potential situations where births, deaths and marriages occur in porous border areas or among nomadic populations that may travel across borders on a regular basis?
 - a. If so, how would the births, deaths or marriages be registered if the location of where it occurred were not clear?
 8. Are registration forms available in other languages? Are there other forms of assistance available for non-native speakers of the national language (i.e., translators and interpreters).

9. How much does it cost for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to record their births, deaths, and marriages in the civil registration system?
 - a. Are there penalties for late or delayed registration?
 - b. Are these fees or penalties affordable?
 - c. Are there any mechanisms to have these fees or penalties waived?
10. If you had a question about a registration procedure, do you have a manual you can consult? If so, may I see the manual? Is the manual helpful/adequate for your needs?
11. If the manual was not able to answer your question, what would you do?
12. What kind of contact do you have with the regional/central civil registry office? If you had a question about registration procedures or who was allowed to have their vital events registered, would you be able to contact them? If so, how would you do so (e.g., e-mail, phone, handwritten letter and so on)? How long does it take to receive a response from the regional/central office?
13. Have you ever received any formal training or attended a formal workshop that outlines who is allowed to have their vital events covered, what kind of documentation is needed to register, and what procedures you need to perform to register vital events? If so, when, and where? How often?
14. What do you perceive to be the biggest barriers for refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality for registering their vital events? How these barriers could be overcome?
15. Is there any discrimination in the local community towards refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? If so, what affect would this have on them registering their vital events?
16. Do you know of any outreach campaigns aimed at refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? If so, do you know if any of these campaigns inform these populations about the importance of and procedures for registering their vital events?
17. Does your office publish data on vital events (e.g., number of births by age of mother, and number of deaths by sex and age)? If so, is this information broken down by nationals and non-nationals?
 - a. Is there any data dissemination either publicly or confidentially on vital statistics for refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? If so, who receives the data?
 - b. Does the regional/central office request to receive information separated by nationals/non-nationals? If so, how do they ask for data to be disaggregated?

INTERVIEW QUESTIONS FOR LOCAL AID WORKERS OR MEMBERS OF CIVIL SOCIETY

Interview questions for local level aid workers and civil society would be similar to those asked of the local civil registry staff.

1. Process mapping exercise (please see notes from question 1 above for civil registry staff):
 - a. As best as you can based on your local knowledge, please describe step-by-step what happens when:
 - i. A birth occurs in a local hospital or clinic, does it differ by clinic?
 - ii. A birth occurs at home.
 - iii. A birth occurs in the community.

- iv. A death occurs in a local hospital or clinic. Does the death registration and cause of death certification differ by clinic?
 - v. A death occurs at home.
 - vi. A death occurs in the community.
 - vii. A death occurs at home or in the community with suspicious causes (e.g., violence, poisoning, and suicide among others).
 - viii. A marriage occurs at home.
 - ix. A marriage occurs in the community.
 - x. A marriage occurs in a religious institution.
 - xi. A marriage occurs in a Government Ministry.
- b. What documentation is needed to register each of these events. What happens after the application is submitted? Who approves the process?
 - c. How do applicants receive their official certificates? Do they need to come back? How long does it take? How are they notified when the certificate is ready?
2. How do these processes differ between citizens and non-nationals? How would these processes differ if a refugee, asylum seeker, internally displaced person, stateless person, or person of undetermined nationality was trying to register their vital events?
 3. Who is legally allowed to register their vital events? All nationals? Legal residents? What about undocumented residents or persons of unknown nationality?
 4. What data is collected when recording the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality and displayed on the legal documentation issued?
 - a. Is the data different from data collected and displayed for nationals and legal residents? If so, why?
 5. If the nationality of a child is collected at the time of birth registration and displayed on a birth certificate, how is the nationality determined?
 - a. Is there a process for amending the nationality of a child on their birth registration record and birth certificate?
 - b. What happens on the birth registration record and birth certificate if the child is found to be stateless or of undetermined nationality?
 6. Are there any potential situations where births, deaths and marriages occur in porous border areas or among nomadic populations that may travel across borders on a regular basis?
 - a. If so, how would the births, deaths or marriages be registered if the location of where it occurred were not clear?
 7. Are registration forms available in other languages? Are there other forms of assistance available for non-native speakers of the national language (i.e., translators and interpreters).
 8. How much does it cost for refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality to record their births, deaths, and marriages in the civil registration system?
 - a. Are there penalties for late or delayed registration?
 - b. Are these fees or penalties affordable?
 - c. Are there any mechanisms to have these fees or penalties waived?

9. What do you perceive to be the biggest barriers for refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality for registering their vital events? How do you think these barriers could be overcome?
10. Is there any discrimination in the local community towards refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? If so, what affect would this have on them registering their vital events?
11. Are you aware of any outreach campaigns aimed at refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? If so, do you know if any of these campaigns inform these populations about the importance of and procedures for registering their vital events?
12. What would be the best way to reach refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality in the community? What kinds of information campaigns have proven to be effective?
13. Could civil registration be tied to any other kinds of service provisions for an incentive? If so, please explain.
14. Have you ever received statistics (either confidentially or publicly available) to inform your work which provided vital statistics generated from civil registration specifically for refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality? For example, total fertility rates, infant mortality, or child mortality rates of these populations?
 - a. If not, who would you solicit for this data?
 - b. What kinds of civil registry data would be most useful for you to better perform your duties? How would you use such data?

INTERVIEW QUESTIONS FOR REFUGEES, ASYLUM SEEKERS, INTERNALLY DISPLACED PERSONS, STATELESS PERSONS, OR PERSONS OF UNDETERMINED NATIONALITY IN THE FIELD

Interview questions for refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality would be similar to those asked of the local civil registry staff. However, their responses would come from an anecdotal/practical perspective as opposed to an "official" perspective. Questions are asked primarily to obtain their understanding of the importance of civil registration and barriers they may face in accessing registration.

1. Do you think it is important to register births? Why or why not?
 - a. What benefits does a birth certificate provide? When might you need a birth certificate?
2. Do you think it is important to register deaths? Why or why not?
 - a. What benefits does a death certificate provide? When might you need a death certificate?
3. Do you think it is important to register marriages? Why or why not?
 - a. What benefits does a marriage certificate provide? When might you need a marriage certificate?
4. Process mapping exercise (please see notes from question 1 above for civil registry staff). Please note that many steps will likely be marked as unknown as internal civil registry processes are unlikely to be known to those outside the civil registry office.
 - a. As best as you can, please describe step-by-step what you would need to do to register each of the following events if they were to occur within your family:

- i. A birth occurs in a local hospital or clinic, does it differ by clinic?
 - ii. A birth occurs at home.
 - iii. A birth occurs in the community.
 - iv. A death occurs in a local hospital or clinic. Does the death registration and cause of death certification differ by clinic?
 - v. A death occurs at home.
 - vi. A death occurs in the community.
 - vii. A death occurs at home or in the community with suspicious causes (e.g., violence, poisoning, and suicide among others).
 - viii. A marriage occurs at home.
 - ix. A marriage occurs in the community.
 - x. A marriage occurs in a religious institution.
 - xi. A marriage occurs in a Government Ministry.
- b. What documentation is needed to register each of these events. What happens after you submit your application for registration? Who approves the process?
 - c. How do you receive official certificates for each of these events? Do you have to come back to collect them? How long does it take to receive the certificate from the time of application? How are you notified when the certificate is ready?
5. Who is legally allowed to register their vital events? All nationals? Legal residents? What about undocumented residents or persons of unknown nationality?
 6. Do the birth, death, or marriage certificates you or your relatives receive look any different than the certificates nationals receive? If so, how?
 - a. If they are different, do you feel this can cause discrimination when you need to provide such certificates in the community? Please explain.
 7. Are registration forms available in your native language? Are there other forms of assistance available to guide you through registration procedures (i.e., translators and interpreters)?
 8. How much does it cost to record births, deaths, and marriages in the civil registration system?
 - a. Are there penalties for late or delayed registration?
 - b. Are these fees or penalties affordable?
 - c. Are there any mechanisms to have these fees or penalties waived?
 9. If there was an error on your certificate, what would you do? Do you know how to correct any errors on birth, death, or marriage certificates?
 10. What are the biggest reasons you may not register your family's vital events? How do you think these barriers could be overcome?
 11. Is there any discrimination in the local community towards you or your community? If so, what affect does this have on registering your vital events?
 12. Are you aware of any outreach campaigns aimed at informing your community about the importance of and procedures for registering their vital events?
 13. What would be the best way to reach your community? What kinds of information campaigns or radio programs have you found informative and helpful?
 14. Would you be more likely to register vital events if civil registration was tied to other kinds of service provisions? For example, new mothers applying for birth certificates may receive a welcome baby box, which includes diapers and clothing. If so, please explain.

FOCUS GROUPS

Focus groups consist of assembling people and facilitating an active discussion on their perceptions, opinions, beliefs, and attitudes towards a particular subject.

The target groups of people for this exercise may include the following (either separately or combined):

- Refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality (especially those that are parents of recent newborns and those that are expecting children, and ideally of diverse backgrounds)
- Local civil registration staff
- Local government staff, teachers, and health workers that interface with the populations of interest
- Aid, NGO, and civil society workers that interface with the populations of interest

The topics of the focus groups will be similar to the issues that the field visits aim to identify. The focus groups will also be a chance to hear ideas from practitioners and the communities themselves about innovative ways to address the gaps and barriers.

The focus groups can either be conducted during the field visits or can be organised in another location. If both options are not possible to arrange, virtual visits should be taken into consideration.

CONDUCTING INTERVIEWS AND FOCUS GROUPS WITH POPULATIONS OF INTEREST

Conducting interviews and focus groups with refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality are strongly recommended in the right conditions. These kinds of participatory assessment can provide a deep insight into the considerations and process they go through when deciding whether to register a birth, death, or marriage, and to understand how much knowledge these populations have about the importance of civil registration and how to go about it. The populations themselves may also have good ideas for how the gaps and barriers they experience can be addressed.

UNHCR has developed a tool to support its offices in conducting participatory assessments with refugees, internally displaced persons, and returnees, which takes into account the special circumstances of these populations. According to UNHCR, focus groups should be conducted separately between women and men from the age of 10 and above, and each focus group discussion should not consist of more than 10 people at a time.⁵⁴ The principles of the tool are also relevant for stateless persons. States are recommended to refer to the tool and use its methodology when designing the questions and selecting the participants for conducting interviews and focus groups.

The composition of the group (i.e., gender, age, socio-economic status) should be taken into consideration as members of the group may not feel comfortable discussing issues when they are not among persons with similar demographic characteristics. Questions provided in this Tool for focus groups are for guidance purposes only and more than one session may be required to answer all questions.

SUGGESTED FOCUS GROUP QUESTIONS FOR REFUGEES, ASYLUM SEEKERS, INTERNALLY DISPLACED PERSONS, STATELESS PERSONS, OR PERSONS OF UNDETERMINED NATIONALITY

1. Do you think it is important to register births? Why or why not?
 - a. What benefits does a birth certificate provide? When might you need a birth certificate?
 - b. Is there a difference between birth notification and birth registration?
 - c. Does the birth notification form provide the same rights as a birth certificate?
2. Do you think it is important to register deaths? Why or why not?
 - a. What benefits does a death certificate provide? When might you need a death certificate?
3. Do you think it is important to register marriages? Why or why not?
 - a. What benefits does a marriage certificate provide? When might you need a marriage certificate?
4. Who is legally allowed to register their vital events? Only national citizens? Legal residents? What about undocumented residents or persons of unknown nationality?
5. What are the largest barriers for you and people in your community to register their births?
6. Are these barriers the same for registering their deaths or marriages? If not, please explain.
7. How do you think some of these barriers could be overcome?
8. Does the cost of birth, death, or marriage registration influence your decision to register these vital events? This may include both the administrative fee for registration and the cost of preparation to reach the civil registry office (i.e., transport, childcare, and opportunity cost of missed work)
 - a. Are these fees or penalties affordable?
 - b. If not, what would be of help to make them more affordable?
9. Is there any discrimination in the local community towards you or your community? If so, what affect does this have on registering your vital events?
10. Do you know any outreach campaigns aimed at informing your community about the importance of and procedures for registering their vital events?
11. What would be the best way to reach your community? What kinds of information campaigns or radio programs have you found informative and helpful?
12. Would you be more likely to register vital events if civil registration was tied to other kinds of service provisions? For example, new mothers applying for birth certificates may receive a welcome baby box, which includes diapers and clothing. If so, please explain.

Tool J | Example Agenda for the Results Workshop

Note: The following agenda does not specify times of the sessions. It is possible that the workshop could take place over two or three days or might be a series of workshops over an extended time frame.

Activities
1. Opening ceremony
2. Overview of the assessment process and the work of the body leading the assessment so far
3. Summary of findings from information collection activities: <ul style="list-style-type: none">a. Initial desk reviewb. Questionnairec. Field visits and focus groupsd. Completeness statistics
4. Consolidating findings and developing recommendations (either in plenary or parallel sessions) <ul style="list-style-type: none">a. Service provider issues<ul style="list-style-type: none">i. Legal and regulatory frameworkii. Procedures and supporting documentation requirementsiii. Awareness, implementation, and capacity at the local levelb. Beneficiary issues<ul style="list-style-type: none">i. Awareness and perceptions among the populations of interestii. Geographic and practical barriersc. Relationship with functional and population registrationd. Specific populations<ul style="list-style-type: none">i. Existing unregistered personsii. Foundlingsiii. Returneesiv. [Other subgroups for which specific recommendations should be made]v. Specific gaps and barriers for each group of intereste. Vital statistics and Completeness data<ul style="list-style-type: none">i. Completeness dataii. Use and availability of vital statistics
5. Moving forward <ul style="list-style-type: none">a. Potential aspirational process map (how the system should look)b. Recommendations and possible prioritisation of recommended actionsc. Potential targets and the process for setting themd. Process for development of an action plan
6. Any other business
7. Closing ceremony

Tool K | Example Outline for the Results Workshop Report

Example outline

1. Objectives and organisation of the workshop
2. Findings and recommendations to be included in the assessment report
 - a. Service provider issues
 - i. Legal and regulatory framework
 - ii. Procedures and supporting documentation requirements
 - iii. Awareness, implementation, and capacity at the local level
 - b. Beneficiary issues
 - i. Awareness and perceptions among the populations of interest
 - ii. Geographic and practical barriers
 - c. Other issues
 - i. Protection factors
 - ii. Completeness data
 - iii. Relationship with functional and population registration
 - d. Specific populations
 - i. Existing unregistered persons
 - ii. Foundlings
 - iii. Returnees
 - iv. [Other subgroups for which specific recommendations should be made]
 - v. Specific gaps and barriers for each group of interest
 - e. Vital statistics and Completeness data
 - i. Completeness data
 - ii. Use and availability of vital statistics
3. Decisions
 - a. Process for developing the assessment report
 - b. Process for developing an action plan
 - c. Process for setting targets
 - d. Potential aspirational process map (how the system should look)

Tool L | Example Outline for an Assessment Report

1. Executive Summary

A summary of the main elements of the assessment report, focusing on the most significant findings and recommendations. The executive summary should especially target decision-makers and others who have limited time and thus cannot read the entire document.

2. Foreword by Co-Chairs of the body leading the assessment

Acknowledging those that have participated in or contributed to the assessment and other reflections about the assessment and its importance from the Co-Chairs.

3. Introduction

Describing the purpose, context, and motivation for the assessment.

4. The assessment process

Describing the process of the assessment so the readers can understand how the findings and recommendations came about. Any limitations in the process should also be noted (e.g., if it was not possible to produce any completeness statistics due to data not being available or being unable to do field visits or focus groups due to resource constraints).

5. Populations of interest

Listing and describing the profile of the subgroups of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality that the assessment considered, focusing on details that pertain to civil registration. The findings of the initial desk review and subsequently collected information will form the basis for this section.

6. Stakeholders

Listing and describing the role and interest of government and non-government stakeholders in the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality. The findings of the initial desk review and subsequent information will form the basis for this section.

7. Current systems and practices

a. Current systems and processes for the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality

Process maps and writing - Presenting the current end-to-end process for registering the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality in the mainstream civil registration system, with flowcharts as necessary. Any differences between this process and the 'regular' process for registering births, deaths, and marriages (e.g., of nationals) should be highlighted.

b. Functional registration

Describing any functional registration systems that record information about refugees, asylum seekers, internally displaced persons, stateless persons, or persons of undetermined nationality residing in the territory, their processes, and their existing and potential relationship with the mainstream civil registration system.

8. Findings

Describing in detail the gaps, barriers, strengths, and opportunities that were identified.

The following structure similar to the questionnaire can be used:

- a. Service provider issues
 - i. Legal and regulatory framework
 - ii. Procedures and supporting documentation requirements
 - iii. Awareness, implementation, and capacity at the local level
- b. Beneficiary issues
 - i. Awareness and perceptions among the populations of interest
 - ii. Geographic and practical barriers
- c. Other issues
 - i. Protection factors
 - ii. Completeness data
 - iii. Relationship with functional and population registration
- d. Specific populations
 - i. Existing unregistered persons
 - ii. Foundlings
 - iii. Returnees
 - iv. [Other subgroups for which specific recommendations should be made]
 - v. Specific gaps and barriers for each group of interest
- e. Vital statistics and Completeness data
 - i. Completeness data
 - ii. Use and availability of vital statistics

9. Recommendations

Recommendations should be drafted for how the gaps and barriers can be addressed and the strengths and opportunities leveraged. They should be structured in a similar way to how the findings are presented, for readers to easily understand the relationship.

Aspirational process map (if developed).

If prioritisation was discussed, listing recommendations by priority would be helpful.

10. Way forward

a. Implementing the recommendations

Describing how the action plan will be developed, including who will draft it and whether it will be a standalone plan or integrated into a broader strategy. This section can also make additional suggestions for the action plan that are not included in the recommendations section.

b. Setting and monitoring targets

Describing potential targets or proposing targets that should be set in the action plan, including suggestions on how progress in achieving the targets can be monitored.

Tool M | Guidance for Setting Targets for Improving the Civil Registration of the Populations of Interest

Setting aspirational and time-bound targets on the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality can help measuring progress and offer a basis for accountability that the gaps and barriers identified in the assessment will be addressed.

Negotiation on what targets to set between the various stakeholders responsible for achieving the targets is therefore essential. It is suggested that discussions on targets be progressively introduced, starting with the exercise to produce and analyse completeness statistics and proceeding through the final phase of the assessment.

In the context of the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons and persons of undetermined nationality, there will be both process and impact targets. Process targets are essentially a checklist of activities while impact targets measure the effect of the activity.

PROCESS TARGETS

Process targets are commitments to undertake a particular activity that will contribute to the improvement of civil registration of the populations of interest, usually within a certain timeframe. Since an effective action plan will have a timeframe or due date for the activities within it, these can effectively serve as process targets. However, if there are many actions to be taken, States may wish to highlight the most important and designate them as process targets to give them more visibility (and perhaps a greater likelihood of being accomplished).

Some examples of process targets include:

- Amend the civil registration law within two years to remove barriers experienced by refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality
- Develop and publish a manual on civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality within six months
- Mobile registration units make at least 100 trips a year to remote areas where refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality reside
- Set up a registration point in every refugee and asylum seeker camp
- Issue administrative instructions to all civil registration offices in the country clarifying the difference between registering a birth and providing nationality to the child

When setting the process targets and their timeframe, the feasibility of achieving the targets should be taken into consideration.

IMPACT (COMPLETENESS) TARGETS

Impact targets are the most important targets because they measure the actual performance of the mainstream civil registration system when it comes to recording the births, deaths and marriages of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality. For example, if all process targets are met while implementing an action plan but there has not been an increase in civil registration and legal documentation completeness, then the action plan has been ineffective.

Examples of impact targets include:

- By 2025, achieve 100 per cent birth registration and birth certificate receipt for refugees and asylum seekers born in camps
- By 2026, achieve 90 per cent birth registration and birth certificate receipt for stateless persons residing in the territory
- By 2027, achieve 90 per cent birth registration and birth certificate receipt for all births occurring among refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality in the territory

It is important to consider the following issues to set feasible impact targets:

- **Baseline:** Having a reliable baseline can help determine, along with other factors, what is a realistic target. For example, if the current level of birth registration completeness is 30 per cent, it will be difficult to achieve 100 per cent completeness within a year unless there are exceptional circumstances (e.g., a small population size confined to a small area). On the other hand, if current completeness is 90 per cent, it might be realistic to achieve 100 per cent or close to 100 per cent in a short time frame. The baseline for overall civil registration completeness may also be a useful input into deciding what targets should be set (e.g., if overall completeness is low, then it may not be possible to expect high completeness of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality).
- **Ambition and capacity:** The target should match a State's ambition and capacity. Factors that will affect ambition and capacity include political will to dedicate resources, the quality of the existing civil registration system and practices, the availability of resources, the skill of staff involved, and the scale of the challenges. For example, if birth registration completeness is high except for a particular population that is easy to access, the target may be achievable within a short timeframe.
- **Timeframe:** The targets should be able to be achieved within the overall timeframe, which in this case is likely to be the timeframe of the action plan.
- **Incremental targets:** It may be advantageous to set several progressively higher targets over the timeframe, especially if the targets for the overall timeframe are very ambitious.
- **Existing targets:** Targets set through this process should ideally match existing commitments made by States. For instance, as part of the SDGs, States have committed to 100 per cent legal identity completeness by 2030, which is measured by birth registration completeness. Likewise, States may have set relevant national targets (either for the whole population or specifically for the populations of interest) as part of the "Asia and Pacific CRVS Decade 2015-2024".

Tool N | Example Annotated Outline of an Action Plan

1. Executive Summary

Summarises the main elements of the action plan. The executive summary should especially target decision-makers and others who have limited time and thus cannot read the entire document.

2. Foreword by Co-Chairs of the body leading the assessment (or the formulation of the action plan)

Acknowledges those that have participated in or contributed to formulating the action plan and other reflections, including on the assessment process.

3. Introduction

Briefly describes the purpose, context, and motivation for the action plan, as well as the relationship with other national initiatives, especially broader civil registration improvement initiatives and policies concerning the administration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality.

4. Situation analysis

a. Assessment findings and recommendations

Summarises the assessment findings and recommendations.

b. Populations of interest

Provides an overview of the target populations (i.e., the subgroups of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality that are known to reside on the territory). It may be useful to also briefly describe the characteristics of each subgroup that are relevant to civil registration, such as the gaps and barriers they experience and locations where they reside.

c. Current completeness levels

Describes any statistics that are available regarding levels of completeness, as well as the challenges for producing completeness statistics and recommendations to bridge the gaps.

d. SWOT analysis

Presents a table on the Strengths, Weaknesses, Opportunities and Threats for the civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality.

Internal environment These are factors that can be directly influences.	Strengths <ul style="list-style-type: none">• ...• ...	Weaknesses <ul style="list-style-type: none">• ...• ...
External environment These are factors for which there is no control but should be taken advantage of or mitigated.	Opportunities <ul style="list-style-type: none">• ...• ...	Threats <ul style="list-style-type: none">• ...• ...

5. Strategic objectives

Clearly explains the objectives and sub objectives of the action plan. The activities within the action plan should fall under sub objectives and an entity or entities should be assigned responsibility for each sub objective.

If a logical framework has been developed as part of the process of formulating the action plan, this will provide a basis for writing this section.

A suggested structure for how this information can be presented is as follows:

Strategic objective	Sub objective	Responsible entity/entities	Priority level
1.	1.1		
	1.2		
	1.3		

6. Activities and implementation

This section will present the activities that will be implemented, responsible entity / entities and timeframe(s). It should be designed in accordance with the sub objectives stated in the previous section.

The activities should be described in as much detail as possible, and, where relevant, should be disaggregated by the subgroups.

A suggested structure for how this information can be presented is as follows:

Sub objective	Activity	Responsible entity/entities	Priority level	Timeframe / Due date	Resource requirements
1.1	1.1.a				
	1.1.b				

7. Resource considerations

Provides an estimated budget or cost analysis, as well as describing the funding environment (e.g., whether government funds are available and adequate or if there are funding gaps that need to be filled with external sources and donors) and the financial and human resources required to implement the action plan.

8. Risks and risk management

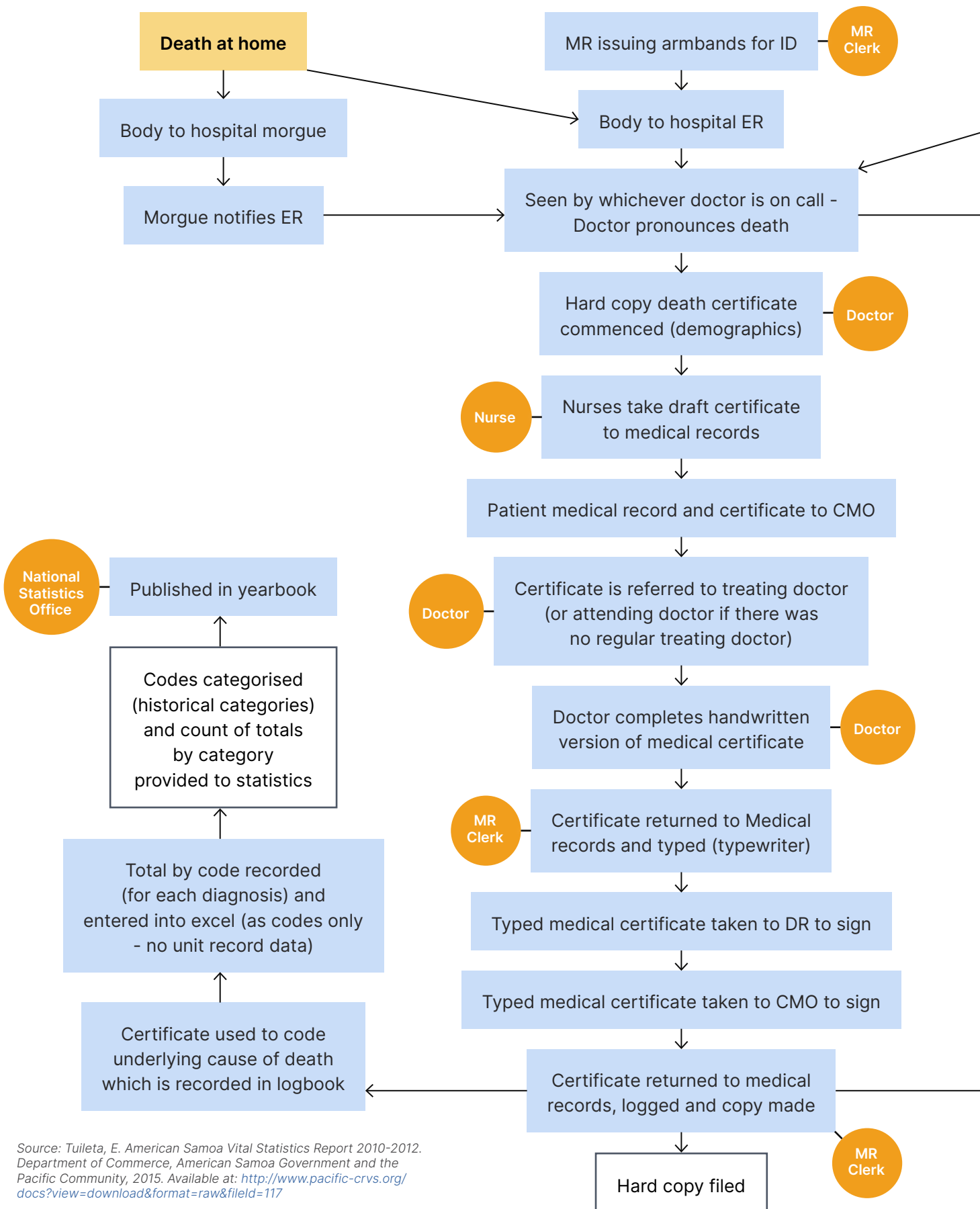
Describes the potential risks of implementing the action plan and possible strategies for mitigating those risks.

9. Targets, monitoring and evaluation

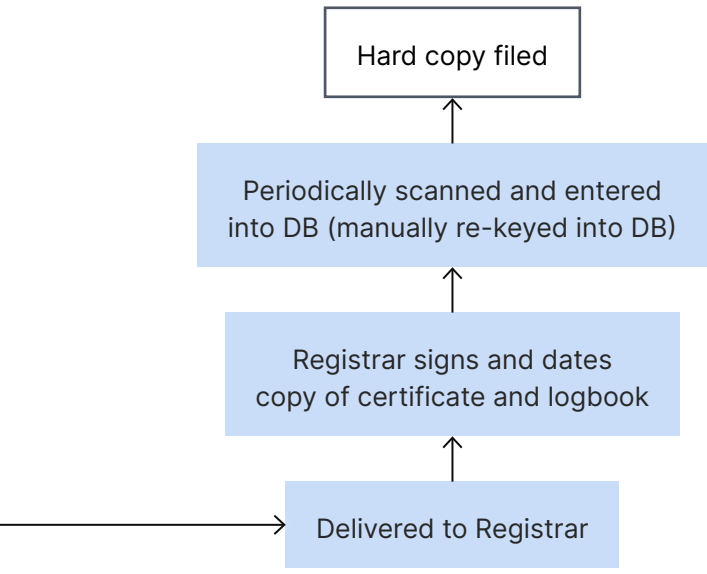
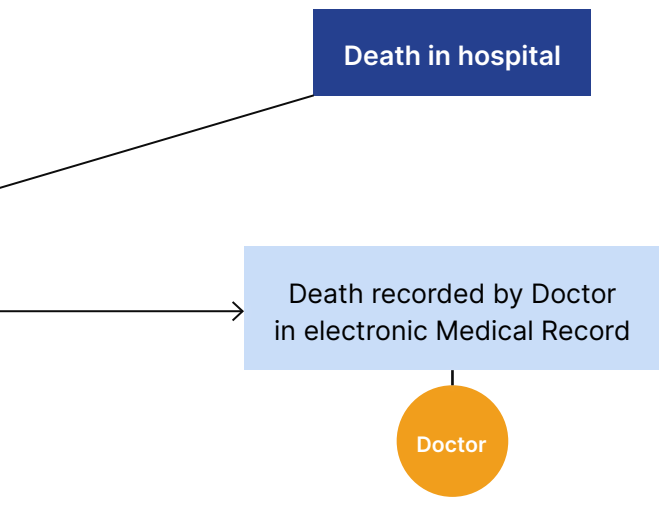
Lists targets for measuring the performance and success of the action plan (refer to guidance note on setting targets related to civil registration of refugees, asylum seekers, internally displaced persons, stateless persons, and persons of undetermined nationality (Tool M)). Along with setting the targets, this section should also describe how and when those targets will be monitored and how effectiveness of the action plan will be evaluated at its end.

Tool O: Process Maps

DIAGRAM OF THE NOTIFICATION AND REPORTING OF DEATHS



Source: Tuileta, E. American Samoa Vital Statistics Report 2010-2012. Department of Commerce, American Samoa Government and the Pacific Community, 2015. Available at: <http://www.pacific-crvs.org/docs?view=download&format=raw&fileId=117>



GHANA - MARRIAGE REGISTRATION AS-IS PROCESS

Very little public knowledge about how and why to register a marriage.

VS is not generated

High cost of online application for marriage in a special location could be a deterrent for many citizens to register.

- 1) Low access due to the internet being required to be able to use eServices
- 2) High cost of special license

- 1) There is no registration of marriage, only issuance of marriage certificate
- 2) Special license is only issued by RGD in Accra and Kumasi. Limited access for citizens in the rest of the country

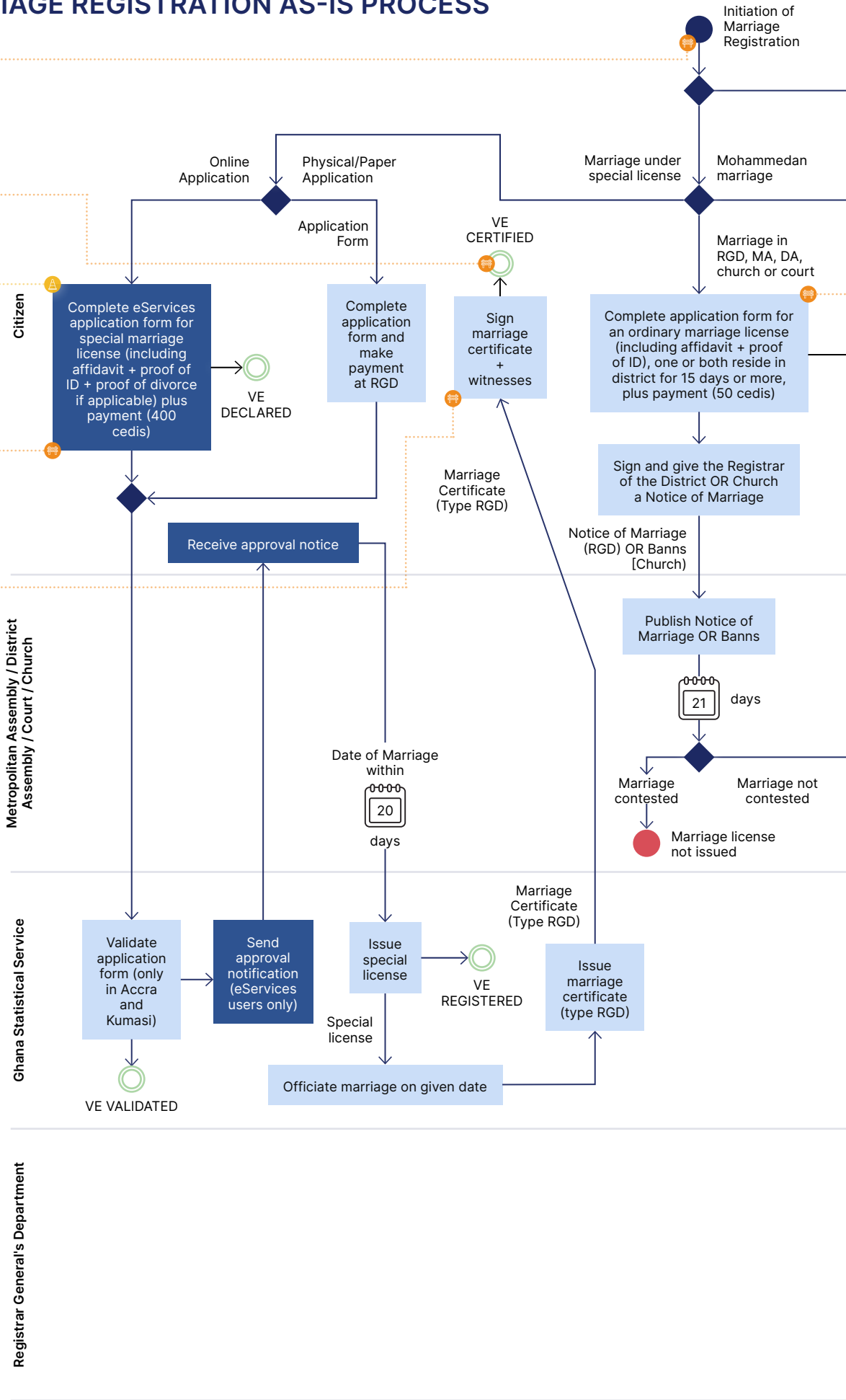
- Bottleneck
- Barrier
- Manual action
- Digital action

LEGAL FRAMEWORK

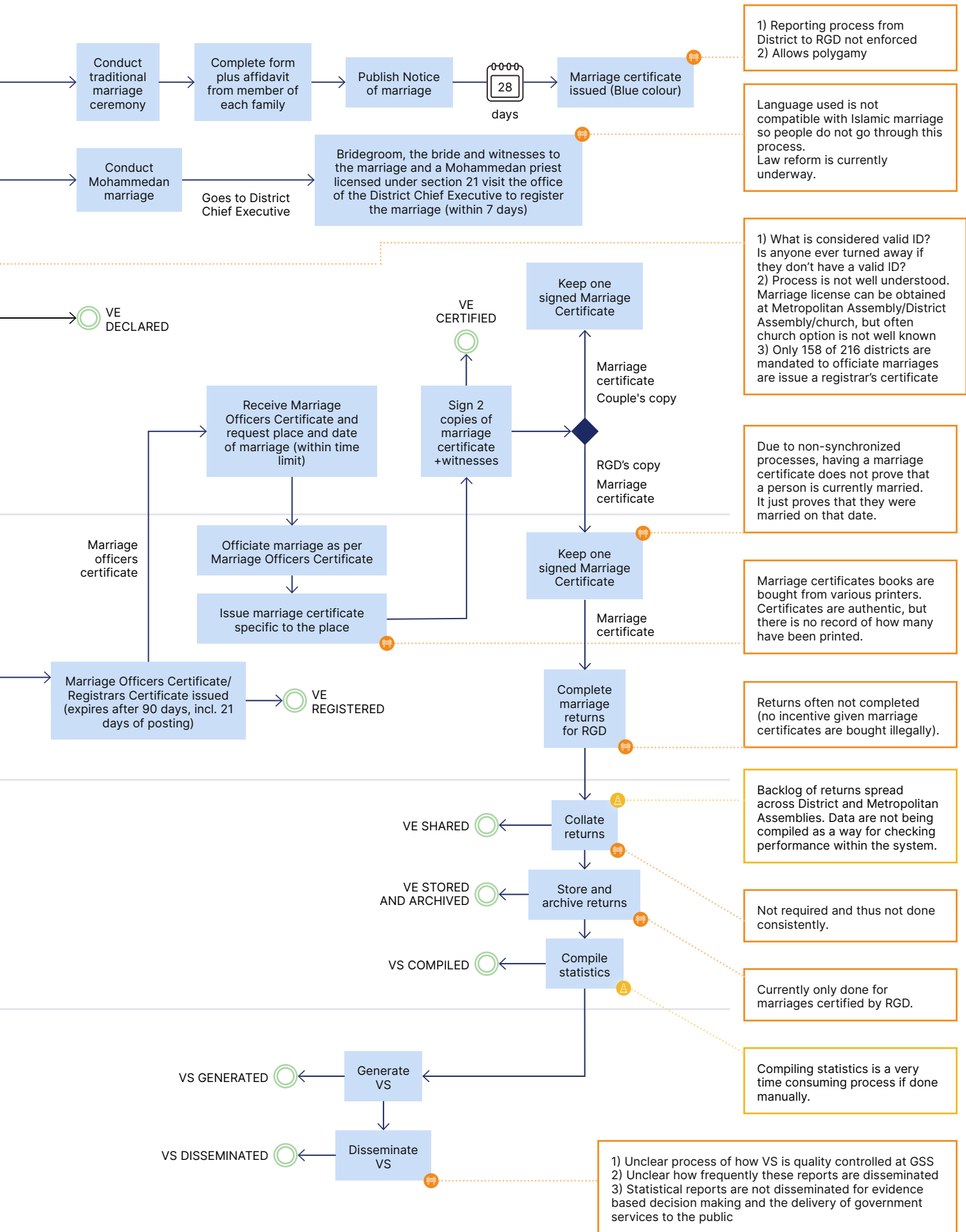
1. Marriage Act 1884-1985 (Caps 127,129)
2. PNDCL 263 of 1991 (Customary Marriages)
3. Part One of the Marriage Act, Sections 1 to 18, Section 1 of Cap 127 (Customary Marriages)
4. Marriage of Mohammedan Ordinance 1907

MAIN DOCUMENTS

1. Application Form
2. Notice of Marriage
3. Marriage Certificate (Ordinance Marriage)
4. Marriage Certificate (Customary Marriage)
5. Certificated Copy of Certificate



Used with permission from the Civil Registration and Vital Statistics Digitisation Guidebook. Copyright © APAI-CRVS Available at: http://www.crvs-dgb.org/wp-content/uploads/2017/08/Ghana-Marriage-Registration-As-Is-Process_FINAL.jpg



ENDNOTES

- 1 Global Goals Campaign, Sustainable Development Goal Target 16.9, <https://www.globalgoals.org/goals/16-peace-justice-and-strong-institutions/>.
- 2 ESCAP Ministerial Declaration to “Get every one in the picture’ in Asia and the Pacific”, November 2014, <https://getinthepicture.org/resource/ministerial-declaration-get-every-one-picture-asia-and-pacific>.
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- 4 The word “marginalized” has been spelt to align with the ESCAP spelling list.
- 5 UN Department for Economic and Social Affairs, Statistics Division, United Nations Principles and Recommendations for a Vital Statistics System, revision 3 (2014), pp. 65, <http://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf>.
- 6 ESCAP, Getting every one in the picture: A snapshot of progress midway through the Asian and Pacific Civil Registration and Vital Statistics Decade, 2021, <https://getinthepicture.org/sites/default/files/resources/CRVS-midterm-FINAL.pdf>.
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UNICEF, Birth Registration for Every Child by 2030: Are we on track?, 2019, <https://www.unicef.org/media/62981/file/Birth-registration-for-every-child-by-2030.pdf>.
Asia News, UN: 64 million children in Asia-Pacific are without birth certificate, 16 November 2021, [https://www.asianews.it/news-en/UN:-64-million-children-in-Asia-Pacific-are-without-birth-certificate-\(INFOGRAPHIC\)-54513.html](https://www.asianews.it/news-en/UN:-64-million-children-in-Asia-Pacific-are-without-birth-certificate-(INFOGRAPHIC)-54513.html).
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- 8 *Supra* note 5.
- 9 LIEG SDG 3 TOOLKIT – Legal identity + Health & Well-being for All, https://unstats.un.org/legal-identity-agenda/documents/LIEG%20SDG3%20Health%20&%20Wellbeing%20Toolkit_final.pdf.
- 10 Centre of excellence for CRVS Systems, Four ways CRVS systems can support the UN Sustainable Development Goals, <https://crvssystem.ca/blog/four-ways-crvs-systems-can-support-un-sustainable-development-goals>.
- 11 *Ibid*.
- 12 *Supra* note 2.
- 13 ESCAP, Civil Registration and Vital Statistics Decade in Asia and the Pacific - The situation at the beginning of the CRVS Decade, 2017, <https://getinthepicture.org/resource/civil-registration-and-vital-statistics-decade-asia-and-pacific-situation-beginning-crvs>.
- 14 ESCAP, Regional Action Framework on Civil Registration and Vital Statistics in Asia and the Pacific, 2014, <https://getinthepicture.org/resource/regional-action-framework-civil-registration-and-vital-statistics-asia-and-pacific>.
- 15 *Supra* note 2, at 2.
- 16 *Ibid* at 3.
- 17 *Supra* note 3.
- 18 ESCAP Resolution 78/4, Implementation of the Ministerial Declaration on Building a More Resilient Future with Inclusive Civil registration and Vital Statistics (ESCAP/RES/78/4), 27 May 2022, https://www.unescap.org/sites/default/d8files/event-documents/ESCAP_RES_78_4_E.pdf.
- 19 *Supra* note 3, at 3.
- 20 *Ibid* at para. 26(d).

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- 22 United Nations Strategy for Legal Identity for All – Concept note developed by the UN Legal Identity Expert Group, <https://unstats.un.org/legal-identity-agenda/documents/UN-Strategy-for-LIA.pdf>.
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Arnel, son of Kinsilina, reads his name on his birth certificate for the first time. Kinsilina and her family are beneficiaries of a birth registration drive launched by UNHCR and UNICEF in Zamboanga City as part of a joint strategy to end statelessness among the nomadic Sama Bajau people.



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Bangladesh. Hamida, 26 is a Rohingya refugee who arrived in Cox's Bazar, Bangladesh in 2018 from Myanmar.



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Kazakhstan. The invalid Uzbek passport of Aizhan, held by her mother in the premises of Sana Sezim organisation, a UNHCR implementing partner supporting with obtention of citizenship. Aizhan and her family moved from Uzbekistan to Kazakhstan in 2010. Due to financial difficulty, she could not apply for documents in Kazakhstan and became stateless. After marrying a Kazakh citizen (civil marriage) and giving birth to her daughter, Aizhan, as a stateless person could not register the birth of her daughter, access medical services or social allowance.



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Thailand. Meepia Chumee, inside her home in Baan Sri Dong Yen Village, Chiang Mai, Thailand shows off her new Thai identification card. Meepia, 34, was formerly stateless and finally received her Thai nationality with the help of grassroots NGOs after a complex four-year-long process.



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Kazakhstan. Aizhan, a stateless person in Kazakhstan gives her testimony in writing as part of the process to obtain citizenship. Aizhan and her family moved from Uzbekistan to Kazakhstan in 2010. Due to financial difficulty, she could not apply for documents in Kazakhstan and became stateless.



Page 48: © UNHCR/Apipar Norapoompipat

Thailand. Meefah Ahsong, in yellow, takes a stroll with stateless villagers she has been helping in the region around Chiang Mai, Thailand. Meefah, formerly stateless herself, she now assists fellow villagers in the area with the complicated citizenship application process.



Page 58-59: © UNHCR/Jiro Ose

Indonesia. A UNHCR staff member biometrically registers a Rohingya refugee at a site converted from an unused government complex in Lhokseumawe, Aceh, Indonesia.



Page 103: © UNHCR/Martin San Diego

Philippines. Sama Bajau people frequently travel between the Philippines, Malaysia, and Indonesia by sea and many are without official ID. Due to their nomadic culture bound to the sea, generations of Sama Bajau have not been officially registered, putting them at risk of becoming stateless.



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