International Recommendations on Statelessness Statistics (IROSS)

FOR SUBMISSION TO THE UNITED NATIONS STATISTICAL COMMISSION

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ACKNOWLEDGEMENTS

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BOXES, FIGURES AND TABLES

ABBREVIATIONS

ACS	American Community Survey
ASEAN	Association of Southeast Asian Nations
AU	African Union
CCSA	Committee for the Coordination of Statistical Activities
CD4.0	Capacity Development 4.0 Framework
CGD	Citizen-Generated Data
CRVS	Civil Registration and Vital Statistics
DESA	Department of Economic and Social Affairs
DHS	Demographic Household Survey
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EGRIS	Expert Group on Refugee and Internally Displaced Persons Statistics
EGRISS	Expert Group on Refugee, IDP and Statelessness Statistics
EICV	Enquête Intégrale sur les Conditions de Vie des ménages
EU	European Union
FDP	Forcibly Displaced Person
GA	General Assembly
HBS	Household Budget Survey
HIES	Household Income and Expenditure Survey
HMIS	Health Management Information System
HLS	High-Level Segment
IAEG-SDGs	Inter-Agency and Expert Group on SDG Indicators
ICCPR	International Covenant on Civil and Political Rights
ICT	Information and Communication Technology
ID	Identification Card
IT	Information Technology
IDP	Internally Displaced Person
IOM	International Organisation for Migration
IRIS	International Recommendations on IDP Statistics
IRRS	International Recommendations on Refugee Statistics
IROSS	International Recommendations on Statelessness Statistics
ISIC	International Standard Industrial Classification
JDC	Joint Data Center on Forced Displacement
JIPS	Joint IDP Profiling Service
LFS	Labour Force Survey
LSMS	Living Standards Measurement Survey
MICS	Multiple Indicators Cluster Survey
MRP	Multilevel Regression with Poststratification
NADRA	National Database and Registration Authority
NGO	Non-Governmental Organisation
NQAF	National Quality Assessment Framework
NSDS	National Strategy for the Development of Statistics
NSO	National Statistical Office
NSS	National Statistical System
OECD	Organisation for Economic Co-operation and Development
OSCE	Organisation for Security and Co-operation in Europe
PARIS21	The Partnership in Statistics for Development in the 21st Century

RDS	Respondent Driven Sampling
SDG	Sustainable Development Goal
SDP	Statelessness Determination Procedure
SILC	Statistics on Income and Living Conditions Survey
UN	United Nations
UNECA	United Nations Economic Commission for Africa
UNECE	United Nations Economic Commission for Europe
UNFPA	United Nations Population Fund
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCWA	United Nations Economic and Social Commission for Western Asia
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN LIA	United Nations Legal Identity Agenda
UN P&R	United Nations Principles and Recommendations for Population and Housing Censuses
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSC	United Nations Statistical Commission
UNSD	United Nations Statistics Division
VNR	Voluntary National Review
WASH	Water, Sanitation and Hygiene
WB	World Bank

CHAPTER 1: INTRODUCTION

1.   The *International Recommendations on Statelessness Statistics* (IROSS) present a comprehensive set of recommendations for how countries should produce statistics on statelessness. This includes a statistical framework and guidance on how this should be operationalised in specific national contexts, including through the use of different data sources and practical guidance to strengthen statistical coordination.

2.   The introductory chapter aims to contextualise this effort and introduce the rationale of the development of these recommendations. It outlines key challenges regarding the production of statelessness statistics, describes how the recommendations were developed, highlights key linkages to other international statistical guidelines and presents a summary of the structure of the recommendations that follow to help guide readers.

A. NEED FOR RECOMMENDATIONS ON STATELESSNESS STATISTICS

3.   A stateless person is someone "who is not considered a national by any state under the operation of its law".[1] Where a person lacks any nationality, he or she cannot enjoy the rights and protections offered to citizens, limiting their access to healthcare, education, formal employment, participation in elections and travel. This legal definition provides the basis for the statistical definition of stateless persons used throughout the recommendations (see Chapters 2 and 3 for more details). The nature of the definition itself speaks to the current challenges in existing official statistics on statelessness.

4.   Currently, the global estimated number of stateless persons sits at 4.3 million.[2] However, this figure underestimates the number of stateless persons due to its reliance on incomplete national data.[3] The definitions, concepts and classifications employed to measure statelessness statistics reflect country-specific legislation, policies and practices and therefore are not globally harmonised. The variation in the methods of data collection, compilation and presentation at national levels further limits the comparability of statelessness statistics internationally. Additionally, the lack of recognition of stateless persons and subsequent under-reporting of this group further contributes to the statelessness data gap. Consequently, statistics produced by different countries differ tremendously in availability, quality and accuracy.

5.   Data concerning stateless populations are often collected through administrative systems, which contain data on stateless persons as a result of their interactions with national authorities. However, the lack of legal status and societal marginalisation experienced by stateless populations

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[1] UN General Assembly, Convention Relating to the Status of Stateless Persons, 28 September 1954, United Nations, Treaty Series, vol. 360, p. 117 (available at: https://www.refworld.org/docid/3ae6b3840.html).

[2] UN High Commissioner for Refugees (UNHCR), UNHCR Global Trends 2021: Forced Displaced in 2021, June 2022 (available at: https://www.unhcr.org/62a9d1494/global-trends-report-2021). UNHCR compiles figures on statelessness to include both stateless persons and persons with "undetermined nationality".

[3] UN High Commissioner for Refugees (UNHCR), UNHCR Statistical Reporting on Statelessness, October 2019 (available at: https://www.unhcr.org/en-in/statistics/unhcrstats/5d9e182e7/unhcr-statistical-reporting-statelessness.html).

often discourage them from declaring themselves to government authorities or even identifying themselves as stateless in anonymous data collection processes. In addition, some stateless persons may not recognise themselves as such. Collectively, these factors create challenges for including these populations in related data collection exercises. It is therefore anticipated that there are large numbers of stateless or similar groups that remain statistically, or otherwise, undetected.

6.   These factors may prevent national authorities from accurately estimating the number of stateless persons and understanding their basic and ongoing needs. Insufficient data prevents comparisons with other vulnerable groups and the monitoring of adherence to international commitments. It also hinders the development of evidence-based policies that are necessary to improve the living conditions of stateless persons and others impacted by statelessness.

7.   Several international commitments, such as the *2030 Agenda for Sustainable Development (Agenda 2030)* and its commitment to leave no one behind[4] and the *United Nations High Commissioner for Refugees (UNHCR) Global Action Plan to End Statelessness* (particularly Action 10: Improve Quantitative and Qualitative Data on Stateless Populations),[5] and the UN Legal Identity Agenda (UN LIA)[6] call for improved statelessness statistics; either as a means to ensure the visibility of vulnerable populations within the broader development agenda, or, more specifically, to better understand the causes and impacts of statelessness as a means to identify national durable solutions. These calls are further supplemented by a growing interest among States to collect more and better data on statelessness as highlighted during the 2019 High Level Segment on Statelessness.[7]

8.   Despite these persistent statistical challenges on the one hand and numerous national and international commitments to improve data on the other, no comprehensive set of international recommendations on statelessness statistics is available. Although statelessness is a consideration in existing statistical recommendations – e.g., *Principles and Recommendations for Population and Housing Censuses (UN P&R),*[8] *Principles and Recommendations for a Vital Statistics System*[9] and UNHCR Reporting Definitions[10] – it is not comprehensively addressed. For example, the UN P&R define stateless populations and provide guidance on how to capture stateless persons in census. However, the recommendations provide inadequate guidance on how to distinguish between those recognised as stateless by national authorities and those that are not, which is important when trying to accurately capture the entirety of stateless populations in national statistics.

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[4] United Nations, Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainable Development, 2017, New York (available at: https://unsceb.org/sites/default/files/imported_files/CEB%20equality%20framework-A4-web-rev3.pdf).
[5] UN High Commissioner for Refugees (UNHCR), Global Action Plan to End Statelessness 2014-2024 (available at: https://data.unhcr.org/en/documents/details/53823).
[6] See the UN Legal Identity Agenda (available at: https://unstats.un.org/legal-identity-agenda/).
[7] Pledges were submitted by States during the High-level Segment on Statelessness, which took place in Geneva on 7 October 2019(full list of pledges is available at: https://www.unhcr.org/ibelong/results-of-the-high-level-segment-on-statelessness/).
[8] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf).
[9] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Principles and Recommendations for a Vital Statistics System, 2014, Revision 3 (available at: https://unstats.un.org/unsd/demographic/standmeth/principles/m19rev3en.pdf).
[10] See UNHCR Reporting Definitions (available at: https://www.unhcr.org/refugee-statistics/methodology/definition/).

9.   Therefore, the need to develop the IROSS was identified. These recommendations provide guidance for national statistical authorities and their partners on the production and dissemination of statistics on statelessness to improve the quality of these statistics at national level and, in turn, strengthen globally consolidated data. In this way, the IROSS aim to facilitate the improvement of national responses to statelessness by providing stronger evidence to support the development of policies that identify durable solutions and aim to improve the lives and well-being of stateless persons. It also aims to enhance global policy development and the support of the international community to national responses, informed by more reliable and more easily comparable data and statistics on statelessness and impacted populations.

B. PROCESS OF DEVELOPING THE RECOMMENDATIONS

10.   During the fifty-first session of the Statistical Commission in 2020, several delegations acknowledged the need to develop standards on statelessness statistics and expressed their support for the proposal presented by Kenya to further develop the IROSS. This work built upon previous efforts initiated in 2019 by a group of subject-matter experts and affected countries who worked on an initial draft set of recommendations in 2020-2021.[11]

11.   At the fifty-second Statistical Commission in 2021, the side event "Leaving No One Behind: Improving Statistics on Statelessness" was aimed at informing the statistical community about the current scarcity and weaknesses of official statistics needed to estimate the size and characteristics of stateless populations globally. In November 2021, following a thorough review process, the Bureau of the Commission agreed to update the terms of reference of the Expert Group to adjust its name to the Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS)[12] and include work on statelessness statistics and the development of international recommendations.

12.   During the fifty-third Statistical Commission in 2022, the EGRISS submitted the technical *Report of the Expert Group on Refugee, Internally Displaced Persons and Statelessness Statistics on Statelessness Statistics*[13] for discussion. The Statistical Commission "welcomed the report … and approved the overall structure of the draft IROSS".[14] In addition, the Statistical Commission highlighted areas for improvement and provided guidance on how to finalise the recommendations. More specifically, the Statistical Commission encouraged the Expert Group to develop guidance on the integration of different data sources, requested that the recommendations enable the

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[11] Experts met in Ankara (February 2019) and subsequently in Bangkok (December 2019) to discuss the need for developing and adopting common standards and definitions to improve the quality and quantity of statistics about stateless populations. Participants at the Bangkok meeting included experts from national statistical offices and line ministries, with 16 countries represented from Asia, Africa and Europe (Cambodia, Côte d'Ivoire, Eswatini, Kenya, Kyrgyzstan, Malaysia, Pakistan, Philippines, Rwanda, South Africa, Sri Lanka, Thailand, Ukraine, Uzbekistan, Vietnam and Zimbabwe) alongside staff from eight United Nations and international organisations.
[12] The Expert Group on Refugee and IDP Statistics (EGRIS) was established by a decision of the 47th session of the UNSC in 2016. (The Group's Terms of Reference are available at: https://egrisstats.org/about/terms-of-reference/).
[13] The Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), Report of the Expert Group on Refugee, Internally Displaced Persons and Statelessness Statistics on Statelessness Statistics, December 2021 (available at: https://unstats.un.org/unsd/statcom/53rd-session/documents/2022-10-StatelessnessStats-E.pdf).
[14] United Nations Statistical Commission (UNSC), Implementation of the United Nations Legal Identity Agenda: Civil Registration and Vital Statistics, March 2022, Item 3f (available at: https://unstats.un.org/unsd/statcom/53rd-session/documents/2022-41-FinalReport-E.pdf).

measurement of stateless population characteristics and called on the Expert Group to provide strong guidance on data quality, coordination and statistical capacity building for harmonised reporting on statelessness statistics.

13.   Guidance received from the Statistical Commission concerning the operationalisation of the framework was addressed during a meeting in June 2022 with the EGRISS statelessness subgroup members.[15] The subgroup meeting facilitated a collaborative environment where subgroup members revised the statelessness statistical framework to ensure relevant populations were adequately included, developed operational guidance on statelessness data collection using traditional data sources and data sources produced by non-government actors, and proposed a methodology to statistically capture the characteristics of stateless populations. Additionally, in response to guidance received from the Statistical Commission, the group developed recommendations to improve statistical coordination and increase statistical capacity at the regional, national and international levels.[16]

14.   The UN Statistics Division (UNSD) facilitated a global consultation of the draft recommendations in October-November 2022. The purpose of the global consultation was to obtain the views of a wider group of stakeholders, including national statistical offices, civil society, and regional and international bodies on the coherence, scope, coverage and applicability of the recommendations. Through the global consultation a total of 38 feedback submissions were received, including input from 31 countries.[17] Overall, the feedback received was positive, welcoming the initiative to develop the recommendations and reflecting on opportunities to improve data on statelessness at the national level. Concrete suggestions on how to further strengthen the recommendations were also provided and have been addressed directly in the final draft and/or as appropriate.[18] The completed draft of the IROSS therefore benefitted from the collaborative effort of the EGRISS members and other contributors through the global consultation; they are hereby submitted to the fifty-fourth Statistical Commission in 2023.

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[15] The EGRISS membership currently comprises 55 countries and 34 international and regional organisations, with work ongoing to identify further participants. The EGRISS subgroup on statelessness worked collaboratively to address the guidance received from the Statistical Commission. The EGRISS Statelessness subgroup comprises the following: Cambodia, Colombia, Cote d'Ivoire, Egypt, Eswatini, Kenya, Kyrgyzstan, Malaysia, Mexico, Norway, Pakistan, Palestine, Philippines, Rwanda, Sri Lanka, Thailand, Ukraine, US, Uzbekistan, Vietnam, Zimbabwe, African Union, Eurostat, IOM, JDC, UN ECA, UN ESCAP, UN ESCWA, UNFPA, UNHCR, UNICEF, UNRWA, UN Statistics Division, and World Bank.

[16] The Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), EGRISS Statelessness Subgroup Meeting to Finalize the International Recommendations on Statelessness Statistics (IROSS): Meeting Report, July 2022 (available at: https://egrisstats.org/resource/iross-meeting-report/).

[17] Feedback was received from the Statistical Committee of the Republic of Armenia; State Statistical Committee, Azerbaijan; National Statistical Committee of the Republic of Belarus; Agency for Statistics of Bosnia and Herzegovina; Statistics Canada; National Institute of Statistics and Census of Costa Rica; Ministry of Foreign Affairs and Human Mobility, Ecuador; Federal Statistical Office, Germany; Hungarian Central Statistical Office; Central Statistics Office, Ireland; Statistical Coordination Department, Israel; Italian National Institute of Statistics; Kenya National Bureau of Statistics; Central Statistical Bureau of Latvia; Statistics Lithuania; National Institute of Statistics and Geography, Mexico; Statistics Netherlands; National Institute of Statistics and Informatics, Peru; Statistics Poland; Statistics Portugal; Planning and Statistics Authority, Qatar; Statistical Office of the Republic of Serbia; Singapore Department of Statistics; Statistical Office of the Slovak Republic; Statistical Office of the Republic of Slovenia; National Statistics Institute, Spain; Statistics Sweden; Swiss Federal Statistical Office; Department for Planning, Development and International Cooperation State Statistics Service of Ukraine; United States Census Bureau; General Statistics Office of Viet Nam; Civil Society Organisations; UNFPA; UNHCR; UNSD and the World Bank.

[18] All the comments received during the Global Consultation have been addressed and responses documented (available upon request).

C. COMPLEMENTING EXISTING STATISTICAL RECOMMENDATIONS

15.   The IROSS build on and complement the *International Recommendations on Refugee Statistics* (IRRS)[19] and the *International Recommendations on Internally Displaced Persons Statistics* (IRIS),[20] presenting the third set of international statistical recommendations produced by the EGRISS.[21] They also follow a similar structure to the IRRS and IRIS. The linkages between these documents (identified in relevant places through the subsequent chapters) are important as, collectively, they present a comprehensive approach to improve the quality of official statistics produced by national statistical systems on refugees, internally displaced and stateless persons – including consideration of existing overlaps between the relevant population categories (e.g., stateless persons who can also be displaced within/across borders).

16.   The IROSS aim to situate statelessness statistics within the wider body of statistical recommendations and processes by aligning itself with the *Recommendations on Statistics of International Migration,*[22] the UN P&R, the *Principles and Recommendations for a Vital Statistics System*, the work of the UN Legal Identity Agenda Task Force,[23] and other relevant statistical recommendations and processes that have been endorsed/supported by the Statistical Commission (see Chapters 3 and 5 in particular). The IROSS build on these previously endorsed recommendations by offering a more comprehensive set of guidelines on how national statistical systems can better produce official statistics on statelessness.

D. STRUCTURE OF THE RECOMMENDATIONS

17.   The IROSS present a comprehensive statelessness statistical framework and provide recommendations to support national statistical systems, and other relevant stakeholders, in efforts to improve official statistics.

18.   The remaining chapters of the recommendations are structured as follows:

- **Chapter 2: Legal Framework and the Definition of Stateless Persons** summarises the legal context and presents the legal definition of stateless persons. The chapter discusses how the definitions can vary and reflects on related legal challenges.

- **Chapter 3: Statelessness Statistical Framework** presents the statistical definitions of the various population categories within the framework and outlines the stocks and flows of stateless populations.

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[19] Expert Group on Refugee, IDP, and Statelessness Statistics (EGRISS), International Recommendations on Refugee Statistics (IRRS), March 2018 (available at: https://egrisstats.org/recommendations/international-recommendations-on-refugee-statistics-irrs/).
[20] Expert Group on Refugee, IDP, and Statelessness Statistics (EGRISS), International Recommendations on Internally Displaced Persons Statistics (IRIS), March 2020 (available at: https://egrisstats.org/recommendations/international-recommendations-on-idp-statistics-iris/).
[21] The Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), Compilers' Manual on Displacement Statistics, February 2020. Once the IROSS is finalised and endorsed this manual will be updated to also address and incorporate statelessness (available at: https://egrisstats.org/wp-content/uploads/BG-item-3n-compilers-manual-E.pdf).
[22] United Nations Statistics Division (UNSD), Department of Economic and Social Affairs, Recommendations on Statistics of International Migration, Revision 1, United Nations, New York, 1998 (available at: https://unstats.un.org/unsd/publication/seriesm/seriesm_58rev1e.pdf).
[23] The UN Legal Identity Task Force (available at: https://unstats.un.org/legal-identity-agenda/).

- **Chapter 4: Statistics on Statelessness for Countries to Produce** outlines the basic statistics that are recommended to produce stocks and flows and elaborates on the necessary variables to measure the characteristics of stateless persons.

- **Chapter 5: Data Sources and Data Integration** provides recommendations on how different data sources, and data integration techniques, can be used to capture statelessness statistics.

- **Chapter 6: Statistical Coordination and the Data Ecosystem** discusses the importance of coordination and the national, regional and international levels. In addition, the chapter recommends methods to build statelessness statistical capacity.

CHAPTER 2: LEGAL FRAMEWORK AND DEFINITION OF A STATELESS PERSON

19.   This chapter provides an overview of the international legal framework which governs the right to a nationality, and which provides the international legal definition of a stateless person.

20.   This chapter does not seek to operationalise the legal definition of a stateless person for statistical purposes. The statistical framework for statelessness is covered in Chapter 3 of these recommendations.

A. INTERNATIONAL LEGAL FRAMEWORK ON STATELESSNESS AND THE RIGHT TO A NATIONALITY

1. International Legal Framework

21.   In international law, the terms nationality and citizenship are used interchangeably and are understood to refer to the legal bond between a person and a State. Although nationality in the context of statelessness is not legally defined, the concept reflects a formal link, of a political and legal character, between the individual and a particular State. This is distinct from the occasional use of the term nationality in some countries or regions, where it is sometimes used to express membership in a religious, linguistic or ethnic group.[24]

22.   The right to a nationality is enshrined in a number of international human rights instruments, including the *Universal Declaration of Human Rights,*[25] the *International Covenant on Civil and Political Rights,*[26] the *International Convention on the Elimination of All Forms of Racial Discrimination,*[27] the *Convention on the Elimination of All Forms of Discrimination against Women,*[28] the *Convention on the Rights of the Child,*[29] the *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*[30] and the *Convention on the Rights of Persons with Disabilities*.[31] Under general international law, States set the rules for acquisition, change and loss of nationality as part of their sovereign power. At the same time, the discretion of States with regard to nationality is limited by obligations under

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[24] The term nationality is also understood differently in the context of the interpretation of the *1951 Convention Relating to the Status of Refugees*, where the term can also be understood as membership to a ethnic or linguistic group. For more information on the use of the term nationality in the 1951 Convention, please see the UNHCR Handbook and guidelines on procedures and criteria for determining refugee status, paragraphs 74 – 76.

[25] UN General Assembly, Universal Declaration of Human Rights, 10 December 1948, 217 A (III), Article 15.

[26] UN General Assembly, International Covenant on Civil and Political Rights, 1954, United Nations, Treaty Series, vol. 993, p. 3, Articles 16, 24 and 26.

[27] UN General Assembly, International Convention on the Elimination of All Forms of Racial Discrimination, 4 January 1969, United Nations, Treaty Series, vol. 660, p. 195, Article 5.

[28] UN General Assembly, Convention on the Elimination of all Forms of Discrimination against Women, 3 September 1981, United Nations, Treaty Series, vol. 1249, p. 13, Article 9.

[29] UN General Assembly, Convention on the Rights of the Child, 2 September 1990, United Nations, Treaty Series, vol. 1577, p. 3 Articles 2 and 7.

[30] UN General Assembly, International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1 July 2003, United Nations, Treaty Series, vol. 2220, p. 3, Article 29.

[31] UN General Assembly, Convention on the Rights of Persons with Disabilities, 3 May 2008, United Nations, Treaty Series, vol. 2515, p. 3, Article 18.

international treaties to which they are party, customary international law and general principles of law.

23.   International treaties establish obligations for States relating to acquisition and loss of nationality and to standards of treatment of stateless persons. The *1954 Convention relating to the Status of Stateless Persons (1954 Convention)* is the cornerstone of international protection of stateless persons.[32] It provides the definition of a stateless person and establishes minimum standards of treatment for stateless people. These include the right to education, employment and housing, and guarantees stateless people the right to an identity, travel documents and administrative assistance. The specific protection regime set out in the *1954 Convention* is complemented by the broader human rights instruments, which apply to all persons, regardless of their nationality status. States have the primary responsibility to respect, protect and fulfil the enjoyment of human rights of stateless persons under their jurisdiction.

24.   Specific obligations relating to prevention and reduction of statelessness are established under the *1961 Convention on the Reduction of Statelessness (the 1961 Convention)* and in regional treaties.[33] The *1961 Convention* requires that States establish safeguards in legislation to address statelessness occurring at birth or later in life. The *1961 Convention* also establishes obligations for States in the event of State succession. These provisions are complemented by the comprehensive Articles on the *Nationality of Natural Persons in Relation to the Succession of States* of the International Law Commission. As a general rule, the *1961 Convention* also prohibits the deprivation of nationality where it would leave a person stateless. There are very limited exceptions to this rule, including where nationality has been acquired though misrepresentation or fraud.

25.   The international legal framework is further complemented by the standards contained in several regional treaties. Regional treaties in Africa,[34] the Americas,[35] Europe,[36] regions covered by the Commonwealth of Independent States[37] and the League of Arab States,[38] recognise the right to a nationality and establish additional obligations for States Parties relating to the prevention of statelessness (even in some cases for countries not Party to the *1961 Convention*).

2. UNHCR's Mandate on Statelessness

26.   UNHCR is the UN Agency mandated by the UN General Assembly to identify and protect stateless people and to prevent and reduce statelessness. UNHCR's current mandate on

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[32] UN General Assembly, Convention Relating to the Status of Stateless Persons, 28 September 1954, United Nations, Treaty Series, vol. 360, p. 117 (available at: https://www.refworld.org/docid/3ae6b3840.html).

[33] UN General Assembly, Convention on the Reduction of Statelessness, 30 August 1961, United Nations, Treaty Series, vol. 989, p. 175.

[34] African Charter on the Rights and Welfare of the Child, 1999, Article 6 (available at: https://au.int/en/treaties/african-charter-rights-and-welfare-child).

[35] American Convention on Human Rights,1969, Article 20 (available at: https://www.icnl.org/wp-content/uploads/treaties_B-32_American_Convention_on_Human_Rights.pdf).

[36] European Convention on Nationality, 1997, Article 6 (available at: https://rm.coe.int/168007f2c8).

[37] Commonwealth of Independent States Convention on Human Rights and Fundamental Freedoms, 1995, Article 24 (available at: https://english.dipublico.org/469/convention-on-human-rights-and-fundamental-freedoms-of-the-commonwealth-of-independent-states/).

[38] Arab Charter on Human Rights, 15 September 1994, Article 29 (available at: https://www.refworld.org/docid/3ae6b38540.html).

statelessness was consolidated in 2006 by the United Nations General Assembly's endorsement of UNHCR's *Executive Committee Conclusion No. 106 on the Identification, Prevention and Reduction of Statelessness and the Protection of Stateless Persons (Conclusion No. 106)*.[39] UNHCR's mandate on statelessness is an equal part of its mandate and stands alongside its protection mandate for refugees. The statelessness mandate encompasses a holistic approach to statelessness, addressing both its occurrence and the protection of persons affected.

27.   Relevant to the scope of these recommendations, *Conclusion No. 106* includes specific references to UNHCR's work on improving the identification of stateless persons and persons of undetermined nationality:

> "(b) Calls on UNHCR to continue to work with interested Governments to engage in or to renew efforts to identify stateless populations and populations with undetermined nationality residing in their territory […].
>
> and
>
> (d) Encourages those States which are in possession of statistics on stateless persons or individuals with undetermined nationality to share those statistics with UNHCR and calls on UNHCR to establish a more formal, systematic methodology for information gathering, updating, and sharing."

B. DEFINITIONS

1. Stateless Person

28.   The international legal definition for a stateless person is found in the *1954 Convention*: "a person who is not considered a national by any State under the operation of its law".

29.   In its *2006 Articles on Diplomatic Protection* with commentaries, The International Law Commission stated that the definition of a stateless person provided in the *1954 Convention* is part of international customary law, and is therefore binding on all States, regardless of whether they are a State Party to the *1954 Convention*.[40]

30.   Some of the key elements of the definition of a stateless person require further explanation to facilitate its interpretation.[41] These key elements include:

> "by any State"

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[39] The Executive Committee of the High Commissioner's Programme. Conclusions on Identification, Prevention and Reduction of Statelessness and Protection of Stateless Persons, 2006, no. 106, available at: https://www.refworld.org/docid/453497302.html.
[40] See p. 49 of the International Law Commission, 2006, Articles on Diplomatic Protection with commentaries, which state that the Article 1 definition can "no doubt be considered as having acquired a customary nature" (the Commentary is available at: http://www.refworld.org/docid/525e7929d.html).
[41] For a comprehensive overview on the interpretation of the relevant elements of the definition of a stateless persons, please consult the Handbook on Protection of Stateless Persons, 30 June 2014, pp. 11-20 (available at: https://www.refworld.org/docid/53b676aa4.html).

31.   An assessment of whether a person can be considered stateless is limited to the States with which the person has a relevant link, which include birth on the territory, descent, marriage, adoption or habitual residence.

32.   The definition of a "State" for the purposes of the definition of a stateless person is informed by the application of the term in international law. Key criteria include a permanent population, defined territory, government and capacity to enter into relations with other States.[42] Other factors that need to be assessed according to international jurisprudence include the effectiveness of the entity, the right of self-determination, the prohibition of on the use of force and the consent of the State which previously exercised control over the territory in question.

    "not considered as a national… under the operation of its law"

33.   For the purpose of interpreting the definition, the reference to "law" should be interpreted broadly to encompass not just legislation, but also ministerial decrees, regulations, orders, judicial case law (in countries with a tradition of precedent) and, where appropriate, customary practice.

34.   Establishing whether an individual is "not considered as a national under the operation of its law" is a mixed question of fact and law. An individual's nationality or stateless status depends not only on the law as written, but also as applied by the authorities of the State in question.

2. Person of Undetermined Nationality

35.   The term person of undetermined nationality is not defined in international law. However, UNHCR's Executive Committee *Conclusion No. 106*, endorsed by the UN General Assembly (GA) Res. 61/137 of 19 December 2006, called on UNHCR to work with governments to identify stateless populations and populations of *undetermined nationality*, therefore the definition of this population is also important to understand existing statistical practice.

36.   The Executive Committee Conclusion further encouraged States to share available information on populations of undetermined nationality with UNHCR and called on UNHCR to establish a more formal and systematic methodology for information gathering, updating and sharing. Since 2009, UNHCR has been reporting global statistics on the number of stateless persons and persons of undetermined nationality.

37.   For the purposes of identification and data collection, UNHCR defines persons with undetermined nationality as persons in situations where a preliminary review has shown that it is not yet known whether they possess a nationality or are stateless. This preliminary review is not a formal government procedure to determine and grant a legal status. As such, apart from governments, these preliminary reviews can be conducted by a range of stakeholders including UNHCR, civil society organisation, academics and others. UNHCR only reports people as being of undetermined nationality if the persons concerned:

- Lack proof of possession of any nationality; and

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[42] Montevideo Convention on Rights and Duties of States, 1933 (available at: https://www.ilsa.org/Jessup/Jessup15/Montevideo%20Convention.pdf).

- Have links to more than one State on the basis of birth, descent, marriage, adoption or habitual residence; or

- Are perceived and treated by authorities in the State of residence as possessing links which give rise to a claim of nationality of another State based on specific elements such as historic ties, race, ethnicity, language or religion.

38.   The term "persons with undetermined nationality" is used as a temporary identification category and generally does not lead to the provision of legal status, access to protection or services. It is expected that a more in-depth review of the situation of those in this category will be undertaken to determine whether they have the nationality of a State or are stateless.

3. Potentially Associated but Distinct Groups

39.   Being stateless is a distinct legal status and only persons meeting the criteria set out in the definition provided in the *1954 Convention* can be considered as a stateless person. Other population groups, some with defined legal statuses, are often considered or mentioned in the context of discourse on statelessness and may also be stateless but are not necessarily so. These potentially associated but distinct groups include:

40.   **Refugees**: According to the *1951 Convention* and *1967 Protocol*,[43] a refugee is a person "who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country". Refugees can also be stateless but are not so automatically, as their country of origin may still recognise them as nationals, even if they do not enjoy the protection of that country. Likewise, stateless persons are not by definition refugees. However, stateless persons may also be refugees if they have crossed an international border based on a well-founded fear for persecution on the grounds set out in the *1951 Convention*. Similarly, stateless persons may also be asylum seekers if they submitted an application for refugee status and their claim is still being assessed.

41.   **Internally displaced persons (IDPs):** Internal displacement describes the situation of persons who have been forced or obliged to leave or abandon their homes and who have not crossed an international border.[44] Similar to refugees, IDPs can also be stateless but are not so by definition, it depends on whether they are recognised as nationals by a State.

42.   **Migrants**: There is no international legal definition of a migrant, but for statistical purposes the term is defined in the UN *Recommendations on Statistics of International Migration* as a "any person who changes his or her country of usual residence".[45] As such, a stateless person can become a migrant when she or he leaves their place or country of residence, however, not all migrants are stateless. In the context of statelessness, undocumented migrants are often discussed.

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[43] UN General Assembly, Protocol Relating to the Status of Refugees, 31 January 1967, United Nations, Treaty Series, vol. 606, p. 267 (available at: http://www.refworld.org/docid/3ae6b3ae4.html).
[44] UN High Commissioner for Refugees (UNHCR), Guiding Principles on Internal Displacement, 22 July 1998 (available at: https://www.refworld.org/docid/3c3da07f7.html).
[45] United Nations Statistics Division (UNSD), Department of Economic and Social Affairs, Recommendations on Statistics of International Migration, Revision 1, United Nations, New York, 1998 (available at: https://unstats.un.org/unsd/publication/seriesm/seriesm_58rev1e.pdf).

Although in certain contexts, migrants who lack proof of legal identity may be unable to prove relevant links to any country, may be at risk of statelessness, especially in combination with other factors (see paragraphs 44 and 45), not all undocumented migrants should be considered as stateless and further assessments are required to determine whether a person meets the criteria set out by the legal definition of a stateless person. Nomads who migrate across international borders and have links with more than one country may face similar issues when unable to prove their nationality or relevant links to a country or countries. However, not all nomads without proof of nationality/identity should be considered as stateless.

43.   Documentation, especially nationality documentation, or the lack thereof is often also discussed as a defining criterion for the determination of a person's nationality status. In international law, there is no definition of an undocumented person. Documentation which establishes (part of) a person's identity, or the lack thereof, can be important tools to assess a person's nationality, or lack thereof. As such, situations where a person does not have any proof of legal identity which is defined as a credential, such as birth certificate, identity card or digital identity credential that is recognised as proof of legal identity under national law and in accordance with emerging international norms and principles,[46] can be related to situations of statelessness. However, a recognised stateless persons can have a legal identity and documentation, and an undocumented person, although perhaps (temporarily) unable to prove it, can be recognised as a national by a State. Although proof of identity in certain contexts may be required to access nationality (see paragraphs 48-49), undocumented persons are not by definition stateless. A careful assessment of an individual's situation is often required to understand whether an undocumented person may be stateless if that person is not able to (re)acquire proof of legal identity.

C. CONTRIBUTORY CAUSES OF STATELESSNESS

44.   Nationality is usually acquired at birth, automatically or following an administrative process, either through descent (born to a parent who confers nationality to the child) or by birth on the territory. However, several factors exist of which one or more can result in or contribute to statelessness. Table 2.1 provides an overview of the main contributory causes of statelessness.

Table 2.1 Contributory Causes of Statelessness

Discrimination on the basis of race, ethnicity, religion or language.	The exclusion of certain groups or populations from the citizenry of a State based on discriminatory grounds is linked to many (large-scale) protracted statelessness situations. States can also deprive citizens of their nationality through changes in law using discriminatory criteria that leave entire segments of the population stateless. Most of the known stateless populations belong to racial, ethnic, or religious minority groups. [47]

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[46] UN operational definition of legal identity developed by the United Nations Legal Identity Expert Group.
[47] UN High Commissioner for Refugees (UNHCR), This is our Home: Statelessness Minorities and their Search for Citizenship, 3 November 2017 (available at: https://reliefweb.int/report/world/our-home-stateless-minorities-and-their-search-citizenship).

Gender discrimination in nationality laws	Gender discrimination in nationality laws, and related administrative procedures such as birth registration,[48] is another cause of childhood statelessness. Currently, laws in 24 countries in the world do not allow women to confer nationality to their children on an equal basis as men. Consequently, when the father is stateless, unknown, missing or deceased, unable or unwilling to take the steps needed to confer his nationality, the child can be left stateless.[49]
Gaps in nationality laws	If laws are not drafted in accordance with international standards or if they are incorrectly applied, persons may be left stateless. Foundlings, or abandoned children of unknown parents, in countries where nationality can only be acquired through descent and for whom there is no legal safeguard granting them nationality of the State on whose territory they are found, is one example of such a gap.
Conflicting nationality laws between countries	Conflicting nationality laws between countries can also pose risks of statelessness for persons. Conflicting laws can leave persons with link(s) to two or more countries who have conflicting nationality legislation not being able to access any nationality. One example is a child born abroad in a country where nationality is not granted solely based on birth on the territory, and the parent(s)'s country of origin does not allow conferral of nationality for children born abroad.
State succession and changing borders	In situations of State succession and changing borders, people can be left stateless when they are unable to access nationality of the successor State, because nationality laws have been drafted in a restrictive manner, or the individuals are unable to prove their link to the new country.
Loss or deprivation of nationality	Statelessness can also be caused due to loss or deprivation of nationality. When such legal provision depriving a person of their nationality are applied automatically or without a safeguard against statelessness, persons may be left stateless. For example, in some countries citizens can lose their nationality automatically by operation of the law due to an extended period abroad, even if this would leave them stateless.
Lack of proof of nationality	Lack of proof of nationality may prevent a person from being able to prove that they are a national of a State. Being undocumented is not the same as being stateless but may present certain risks. A person who for example does not have a birth certificate, may be unable to prove place of birth or parentage, which are key elements needed to claim an entitlement to nationality. Certain population groups can be left at risk of statelessness because of their lack or inability to acquire proof of nationality. This can include refugees living in protracted exile, border-dwelling communities, and nomadic groups.
Administrative and financial barriers	Due to specific administrative or financial barriers, a person may be left unable to meet the administrative requirements necessary to access a nationality that they legally would be entitled to, for example the inability to access (late) birth registration due to administrative fines/fees which

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[48] See the UNHCR and UNICEF Background Note on Sex Discrimination in Birth Registration, 6 July 2021 (available at: https://reliefweb.int/report/world/background-note-sex-discrimination-birth-registration).
[49] For more information on gender discrimination in nationality laws, see the UNHCR Background Note on Gender Equality, Nationality Laws and Statelessness 2022 (available at: https://www.refworld.org/docid/6221ec1a4.html).

	the parents cannot afford, children not being registered with the consulates of the country of nationality of their parents, or in situations where persons are unable to prove the nationality of their deceased parents due to lack of documentation and/or poorly functioning civil registration systems.

45.   Causes of statelessness are very often context specific. A careful analysis of a countries' history, legal and policy frameworks, and the links that individuals and groups have with other countries is required to understand which factors are relevant to be assessed within a specific country context. In many situations, one of the contributing factors to statelessness is enough to leave a person or entire populations stateless (e.g., ethnic minorities being excluded by law from accessing nationality) whereas in other situations, a combination of factors will lead to a person or group being left stateless.

D. IMPACT OF STATELESSNESS ON IMPACTED POPULATIONS

46.   Statelessness is, in simple terms, the lack of any nationality. The individual right to a nationality has been recognised as part of international human rights law, further supported by several regional human rights instruments. The right to a nationality, apart from being an important human right in and of itself, often serves as a gateway to the enjoyment of other human rights in practice.

47.   Aside from being denied the right to a nationality, statelessness can have serious consequences on all aspects of a person's life and their family members. Stateless persons, depending on the context, are often barred from accessing basic services and rights, lack economic opportunities, and can be the victims of exploitation and abuse and arbitrary detention. Some of the common consequences of statelessness include: a lack of socio-economic rights including education, health care, formal employment, the right to own a business, access to housing, access to social welfare systems etc. Stateless persons are also often barred from social and political rights including the right to get legally married and political participation. Stateless persons may also lack freedom of movement and to travel internationally.

E. SOLUTIONS TO STATELESSNESS

48.   In simple terms, being stateless is the absence of a nationality. A number of actions can be taken to prevent statelessness from occurring in the first place. The solution to statelessness is the acquisition or confirmation of nationality of a State.

49.   There are several ways in which statelessness can be prevented or resolved, including:

       a. Through a law reform whereby the State in question closes legal gaps which lead to statelessness and involves the inclusion of legal safeguards to prevent statelessness (prevention).

b. Stateless people may acquire nationality through naturalisation. Some States have specific provisions in place for facilitated naturalisation for stateless persons, in line with the 1954 Convention, including shortened residency requirement and waivers of administrative fees (acquisition).

c. Targeted nationality campaigns can be undertaken by States with the objective of resolving the statelessness situation on the territory through the granting of nationality. Such campaigns target longstanding stateless populations (acquisition).

d. Nationality verification procedures assist individuals who face difficulties obtaining proof of their nationality status (confirmation).

F. STATELESSNESS STATUS DETERMINATION

50.   For stateless populations in a migratory context, States are advised to establish a statelessness determination procedure (SDP), which aims specifically at determining if a person is stateless.[50] These procedures are conducted with the objective of identifying stateless persons and granting stateless persons rights related to their recognised status.[51] For stateless persons who are not in a migratory context, temporary protection status through an SDP is generally not recommended, but rather access to nationality through grant, confirmation or verification are preferred.

51.   So far only a limited number of States[52] worldwide have established a SDP. However, there is a growing interest among States to establish specific mechanisms for the identification of stateless persons. During the 2019 High Level Segment on Statelessness, 33 States pledges were made to implement a statelessness determination procedure by the end of 2024 or improve existing procedures.[53] Even though these procedures are not aimed at collecting data on statelessness, they can provide information on the number of recognised stateless persons in a migratory situation in a given country.

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[50] In 2014, UNHCR published the Handbook on Protection of Stateless Persons, which advises on the modalities of creating statelessness determination procedures. (This document is available at: https://www.refworld.org/docid/53b676aa4.html).

[51] The 1954 Convention does not prescribe any mechanism to identify stateless persons as such. Yet, it is implicit in the Convention that States must identify stateless persons within their jurisdictions so as to provide them appropriate treatment in order to comply with their Convention commitments. In addition, non-States Parties to the 1954 Convention should also identify stateless persons in their territories given State's commitments under international human rights law.

[52] Countries currently operating an SDP include: Albania, Argentina, Brazil, Bulgaria, Costa Rica, Cote d'Ivoire, Ecuador, France, Georgia, Hungary, Iceland, Italy, Italy, Kazakhstan, Kosovo (S/RES/1244 (1999)), Latvia, Mexico, Republic of Moldova, Montenegro, the Netherlands, Panama, Paraguay, the Philippines, Spain, Türkiye, Turkmenistan, Ukraine, United Kingdom and Uruguay.

[53] These pledges were submitted by States during the High-level Segment on Statelessness, which took place in Geneva on 7 October 2019 (full list of pledges is available at: https://www.unhcr.org/ibelong/results-of-the-high-level-segment-on-statelessness/). Countries that made pledges to this effect include: Albania, Angola, Argentina, Belize, Bosnia and Herzegovina, Bulgaria, Burkina Faso, Chad, Colombia, Costa Rica, Republic of Congo, Côte d'Ivoire, Denmark, Eswatini, Guinea, Guinea-Bissau, Kyrgyzstan, Lithuania, Malawi, Mali, Montenegro, Niger, Nigeria, Panama, Philippines, Portugal, Senegal, Sierra Leone, Turkmenistan, United States of America and Zimbabwe.

52.   Stateless populations in a non-migratory context remain in their "own country" and may be referred to as *in-situ* populations.[54] To address the situation of such populations, States are advised to undertake targeted nationality campaigns or nationality verification efforts (see paragraphs 48-49). Solving statelessness through the grant or confirmation of these populations is preferred over the grant of a (temporary) protection status as a stateless person.

G. CONCLUSION

53.   The definition of a stateless person is clearly established as part of international law, and as such forms the basis of the work of these recommendations. However, considering that most stateless persons live without a formal recognition of their status, the legal definition alone does not provide a sufficient framework to gather more and better statistics on statelessness. This chapter of the recommendations therefore aimed to provide a deeper understanding of the causes of statelessness and possible solutions, highlighting the need for often context-specific approaches, and a clear distinction between stateless persons, persons of undetermined nationality and potentially related populations.

54.   This is presented as a basis for the statelessness statistical framework outlined in Chapter 3, and to inform the identification of classificatory variables and recommended statistics and indicators presented in Chapter 4, which in turn inform recommendations on the use of different data source and statistical coordination mechanisms. Thus, the legal framework provides a foundation for the statistical recommendations on statelessness.

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[54] The phrase "own country" is taken from Article 12(4) of the International Covenant on Civil and Political Rights (ICCPR) and its interpretation by the UN Human Rights Committee.

CHAPTER 3: STATISTICAL DEFINITIONS OF STATELESS POPULATIONS

55.   To achieve internationally comparable statistics on statelessness, it is imperative to have an internationally agreed standard statistical concept of statelessness, including relevant definitions and classifications (i.e., a statelessness statistical framework). The aim of this chapter is to present a statistical framework for statelessness for use by national statistical systems and other stakeholders. The classifications (or population categories)[55] presented in the framework do not correspond directly to the legal definitions set out in Chapter 2, given the need to simplify definitions for data collection purposes.

56.   The statisticians responsible for collecting statelessness data should be familiar with the definitions and concepts used in official statistics. As statelessness is a legal and technical area of expertise, the framework is accompanied by relevant definitions, explanations and concrete examples related to the different population categories.

57.   The statelessness statistical framework comprises two distinct population categories: persons with a recognised stateless status and persons without a recognised nationality status. Each group is further split between native-born and foreign-born persons when relevant. Given that it will not always be possible to produce statistics for all these population categories, the statistical framework provides an aggregate category that includes the summation of the others entitled 'stateless persons and those without a recognised nationality status'.

58.   The chapter first outlines and describes the statelessness statistical framework, and then goes on to describe the classifications therein. It then sets out key clarifications and necessary alignment of the framework with other statistical frameworks and concepts before defining the stocks and flows in more detail.

A. THE STATELESSNESS STATISTICAL FRAMEWORK

1. Introduction

59.   The statelessness statistical framework aims to provide a clear and inclusive framework covering all population groups that fall within the scope of these recommendations (see Figure 3.1). It provides a common framework for all countries to use, despite different causes of statelessness across countries (see Table 2.1 in Chapter 2).

2. Population Categories Included in the Statelessness Statistical Framework

60.   Two distinct population categories are included in the scope of these recommendations:

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[55] The terms 'classification/s' and 'population category/ies' are used interchangeably to denote the statistically defined population groups within the statelessness statistical framework.

a. Persons with a recognised statelessness status, and

b. Persons without a recognised nationality status (including stateless persons *without* a recognised statelessness status).

61.   The recommendations include these two population categories, which both contain stateless persons. All of the different causes of statelessness listed in Chapter 2 (see Table 2.1) are relevant for both of these population categories. In some contexts, it will not be possible to fully distinguish those who are stateless (without a recognised statelessness status) from those whose nationality is unclear, therefore the framework also provides for an aggregate population category which combines the two groups entitled 'A) stateless persons and those without a recognised nationality status'.[56]

Figure 3.1 The Statelessness Statistical Framework

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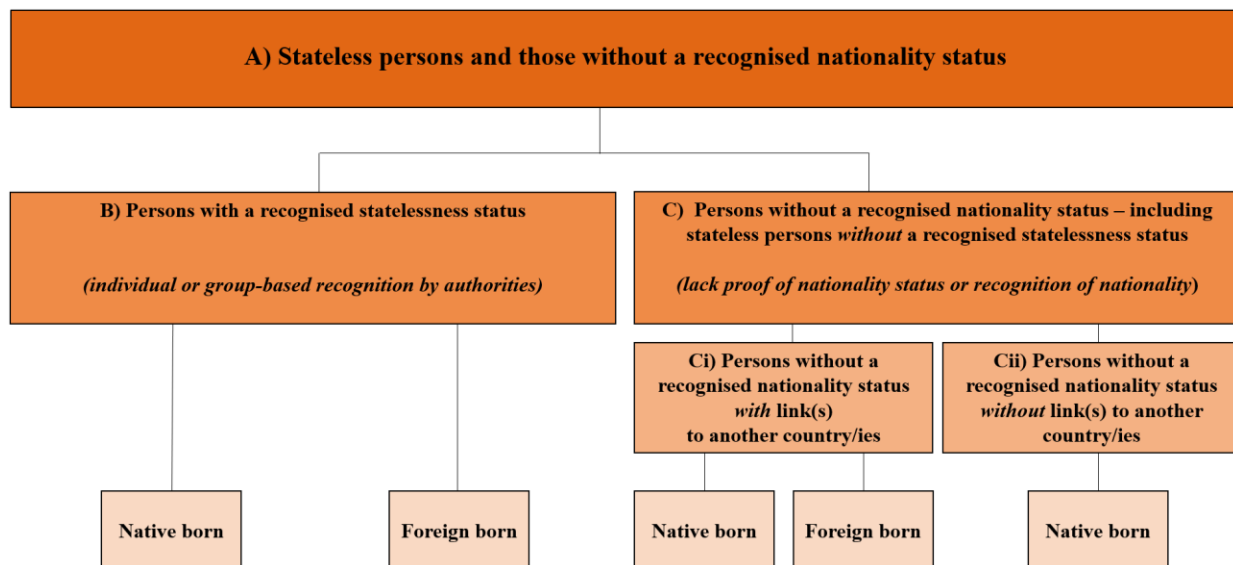
[56] UNHCR currently reports on two distinct populations as part of its global reporting responsibilities on statelessness: stateless persons and those of undetermined nationality. Since 2004, UNHCR has combined these two groups to produce global estimates of statelessness given underreporting of both groups and complexities to communicate data on this topic (see https://www.unhcr.org/refugee-statistics/methodology/). These two populations (and the possibility of combining them) are largely retained in the statelessness statistical framework, although important adaptations have been made.

Table 3.1 The Statelessness Statistical Framework

Category		Native born	Foreign born	Link(s) to another country/ies	No link(s) to another country/ies	Clear Citizenship /Nationality Status
A) Stateless persons and those without a recognised nationality status		Possible	Possible	Possible	Possible	Unclear
B) Persons with a recognised statelessness status		Possible	Possible	Possible	Possible	No
C) Persons without a recognised nationality status	With link(s) to another country/ies	Possible	Possible	Yes	No	Unclear
	Without link(s) to another country/ies	Yes	No	No	Yes	Unclear

3. Defining Population Categories in the Statelessness Statistical Framework

62.   The statistical classifications (i.e., population categories) used in the framework represent the best estimate of an individual's nationality status. As causes of statelessness vary from country to country and depend on many factors (see Chapter 2), countries are advised to seek support and advice from relevant experts to determine the factors that may cause statelessness in their specific context. Such experts may include government lawyers, NGOs specialising in statelessness, academics, UNHCR and other international organisations (see Chapter 6, paragraphs 328 and 329); in particular, given UNHCR's mandate to support governments efforts to identify stateless populations and persons of undetermined nationality, the Agency's support is recommended (see Chapter 2, paragraphs 26 and 27).

a. Stateless persons and those without a recognised nationality status (Category A)

63.   The 'stateless persons and those without a recognised nationality status' population category combines the two distinct population categories of the framework, 'persons with a recognised statelessness status' and 'persons without a recognised nationality status'. This population category allows for the production of coherent statelessness statistics even where it is not feasible to distinguish further. It therefore represents the first tier of the framework that countries are encouraged to use for the production of official statistics.

b. Persons a with recognised statelessness status and persons without a recognised nationality status (Categories B and C)

64.   The second tier of the framework includes two distinct population categories, 'persons with a recognised statelessness status' and 'persons without a recognised nationality status' which are

intended to reflect the degree of certainty of any individual's stateless circumstances and simultaneously allow space for more/less granular reporting from countries depending on their statistical capacities, resources and available data. They are defined as follows:

a. 'Persons with a recognised statelessness status' – includes individuals currently without citizenship/nationality of any country. They are classified as stateless through formal recognition by competent government authorities[57] in the country of residence on an individual or group basis; this does not include those who only self-report as stateless without formal recognition also being in place. This population may be native born or foreign born.

b. 'Persons without a recognised nationality status' – includes individuals who lack proof or recognition of any citizenship/nationality status but who may possess an entitlement to nationality, and if so, could be assisted to obtain proof of nationality by the relevant authorities. This group is further divided into those with one or more link(s) to another country/ies, that are real or perceived by authorities, and those who do not have any such link(s) (with "link(s)" referring to territorial link(s) or link(s) through filiation or marriage – see paragraph 67) - category Ci and Cii respectively. The former group may be native born or foreign born, whilst the latter are (by definition) native born.

65.   Persons with a recognised statelessness status include those who have been recognised as stateless by the authorities of the country of residence, for example, following a formal statelessness determination procedure conducted by State authorities. This population category also includes those who may have been recognised as stateless on the basis of belonging to a group considered to be stateless by the authorities of the country of residence without undertaking a full individual status determination. In both cases, stateless persons will typically have their statelessness status recorded in government registers and/ or may have official documents indicating their stateless status (see Chapter 5).

66.   Persons without a recognised nationality status includes those whose nationality status is unclear or under dispute. It includes those who are stateless and who may self-identify as such, but where their statelessness status has not been formally recognised by the government in the country of residence, including those who are in the process of securing this recognition. It also includes those without a recognised nationality status because of real or perceived link(s) to another country/ies by the Government in the country of residence.

67.   In the statelessness statistical framework, relevant "link(s)" to another country/ies include territorial links such as birth in another country or habitual residence abroad, or filiation/marriage link(s) such as descent, marriage or adoption. Those with link(s) to another country/ies (category Ci) could include:

- certain minority groups,

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[57] 'Competent government authorities' refers to government officials/institutions with the mandate and expertise to determine nationality. See UNHCR Handbook on Protection of Stateless Persons, 30 June 2014, paras. 27 and 28 (available at: https://www.refworld.org/docid/53b676aa4.html).

- border-dwelling and/or nomadic communities,

- historical migrants and their descendants,

- refugees in protracted exile,

- groups living in countries formed as a result of State succession,[58] and

- undocumented migrants.

68.   Those without link(s) to another country/ies (category Cii) include:

- those born to stateless parents and/or parents without a recognised nationality status in countries where there is no legal safeguard to grant nationality to children who would otherwise be stateless;

- abandoned children whose parents are unknown, in countries where there is no legal safeguard to grant nationality to foundlings;

- those born in countries which do not allow women to confer their nationality to their children on an equal basis as men,[59] where the mother is a national and the circumstances are such that the father is unable or unwilling to confer his nationality.

- those who have lost, or been stripped of, their nationality, for reasons other than real or perceived links to another country.

69.   The definition of 'persons without a recognised nationality status' diverges from the definition of 'undetermined nationality' as outlined in Chapter 2. Those with 'undetermined nationality' must have a link, whether real or perceived, with another State. However, there are a group of people who do not have such a link with another country but who may be stateless (albeit not formally recognised as such). This divergence has been introduced to reduce this gap within the statelessness statistical framework that would have otherwise arisen affecting persons without a recognised nationality status *without* links to another country/ies. One link to another country is sufficient to satisfy the definition of link(s) to another country/ies and thus be categorised in the statelessness statistical framework.

70.   Within category C, persons without a recognised nationality status, the exact distinction between those who are stateless and those whose nationality is unrecognised (or yet to be recognised) can only be determined by a legal or administrative process conducted by national authorities, who assess the evidence on a case-by-case basis for individuals or groups. For example, the nationality status of someone without proof of nationality, who is perceived by the authorities of the relevant State as having link(s) which might entitle the person to the nationality

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[58] State succession includes transfer of part of the territory of one State to another State, separation of part of the territory of a State and formation of one or more new States, or dissolution of a State and formation of two or more States.

[59] UN High Commissioner for Refugees (UNHCR), Background Note on Gender Equality, Nationality Laws and Statelessness 2022 (available at: https://www.refworld.org/docid/6221ec1a4.html).

of another State, can only be verified once appropriate inquiries with the authorities of the other State have been made. If the authorities of the other State also confirm that they do not recognise the individual as a national, then the person will be stateless. However, in most cases, without a formal statelessness determination procedure, it will not be possible to clarify whether the person is actually stateless, even though they may be so (see Chapter 2, paragraphs 50-52). For this reason, unrecognised stateless persons are included in the population category of 'persons without a recognised nationality status'.

c. Sub-division by country of birth

71.   Each of the three population categories in the statelessness statistical framework is then further split, when relevant, into sub-divisions based on whether the individual is native born (born in the country of current residence) or foreign born (born outside of country of current residence),[60] in alignment with the disaggregation proposed in international migration statistics.[61] This distinction is important because the recommended legal routes to obtaining nationality differ according to a person's place of birth and migratory history. Category Cii – those who are without a recognised nationality status but do not have link(s) to another country/ies – is not further sub-divided in this way as this group, by definition, cannot be foreign born as this would constitute a clear link to another country.

72.   The two categories are:

    a. Persons who are native born, this includes people who are themselves native born but who have one or two parents who are foreign born.

    b. Persons who are foreign born.

73.   In line with the *Principles and Recommendations for Population and Housing Censuses (UN P&R)*, in circumstances where the country collecting data has been impacted by State succession or boundary changes, the person should be treated as native born if they were born within the boundaries of the current State.[62]

4. Impacted Populations not Included in the Statelessness Statistical Framework

74.   Beyond the population categories directly included in the statelessness statistical framework are groups who have been impacted by statelessness but are not currently stateless. These people (the 'stateless-related population') have a recognised citizenship (or nationality status) and are therefore not currently stateless but have been impacted by statelessness or lack of

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[60] "Native born" corresponds loosely to the legal term *in-situ, or non-migratory context;* while "foreign born" corresponds to the term *migratory context* used in Chapter 2. However, second and subsequent generations may be impacted by the migratory history of their parents and grandparents. This issue will be explored in the Chapter 5. Readers familiar with publications relating to statelessness will be more familiar with the legal terms, but here the intention is to fit the terminology used in official statistics.
[61] United Nations Statistical Commission (UNSC) 52nd Session, Report of the UN Expert Group on Migration Statistics, 5 March 2021, Item 3g, E/CN.3/2021/1 (available at: https://unstats.un.org/unsd/statcom/52nd-session/documents/2021-11-MigrationStats-E.pdf).
[62] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3, para. 4.67 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf).

a recognised nationality status in their lifetimes and may still be impacted. People who fall into this category include: people who were previously stateless or without a recognised nationality status, children descended from stateless parent(s) and individuals who reside in a household with at least one stateless person/person without a recognised nationality status. It should be noted that this category includes groups that are not necessarily mutually exclusive from each other (e.g., a child of a stateless person may also live in the same household as a stateless person).

75.   As this category does not contain stateless persons it is *not* included in the statelessness statistical framework. Moreover, given the nature of identifying concerned individuals presents significant statistical challenges and the groups included are not mutually exclusive, it was not deemed appropriate to include them in the framework despite similar categories being included in the IRRS ("those with a refugee background") and IRIS ("IDP-related").[63]

76.   However, given the policy relevance of this group in many contexts to fully understand the impact of statelessness on people's lives by monitoring the welfare and socio-economic status of those affected, they are referenced here to encourage countries and practitioners, where feasible, to include them in statistics on statelessness. Precise criteria concerning who falls into this population category should be determined based on national priorities, policy-relevance and statistical capacity. Future iterations of the recommendations will aim to provide more detailed guidance on how to collect data on those within the stateless-related population category.

B. ALIGNMENT TO OTHER STATISTICAL RECOMMENDATIONS AND CONCEPTS

1. Introduction

77.   Beyond describing the statelessness statistical framework and defining the different classifications of populations that are included within it, it is important to clarify a number of additional concepts and definitions. Moreover, highlighting how this framework is aligned to other relevant current statistical recommendations will help countries to make use of this new framework in practice. This section aims to clarify a) the use of the terms citizenship and nationality in the statelessness statistical framework, b) the inclusion of stateless within the resident population, c) the alignment of the framework to statistical recommendations on migration and d) on forced displacement.

2. Citizenship, Nationality, and Statelessness

78.   The concept of statelessness is based on the absence of nationality of any country (see Chapter 2, paragraphs 28-34). However, determining the complete absence of a nationality or eligibility for one is not straightforward in practice.

79.   To be in the scope of these recommendations, a person must either have formal recognition of their statelessness status or lack proof of nationality and be unable to claim or confirm their nationality. Those without proof of nationality will be unable to claim or confirm their nationality, due to real or perceived link(s) to another country/ies, or due to gaps in nationality laws. While

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[63] See paras. 93-94 of the IRRS and paras. 78-79 of the IRIS.

lack of proof of nationality can be an indication of possible statelessness, it is insufficient on its own as a criterion to identify persons to be included in the scope of these recommendations (see Chapter 2).

80.   There are different usages and several definitions – in law and statistics – of the concepts of nationality and citizenship (see Box 3.1). In these recommendations, the terms "citizenship" and "nationality" are used interchangeably, with a predominant use of the term "nationality" (as is done in international law and statelessness policy in practice). The term "national" is not intended to denote any ethnic or regional sub-divisions of a State.

Box 3.1 Citizenship and Nationality

Citizenship and Nationality

In the *1954 Convention relating to the Status of Stateless Persons*, the concept of nationality is not explicitly defined but is understood as a formal link, of a political and legal character, between the individual and a particular State. More broadly, at the international legal level, the terms citizenship and nationality are used interchangeably and are widely understood to refer to the legal bond between a person and a State.

In statistical normative guidance, there are varying definitions of nationality and citizenship and associated terminology such as citizen, foreign-citizen, national, non-national etc. Three important examples are outlined below, clearly demonstrating a preference for the concept of citizenship to describe the bond between a person and a State recognised by law:

- According to the *Principles and Recommendations for Population and Housing Censuses (UN P&R)* (2017, paragraph 4.110) the country of citizenship is defined as 'the country an individual is a citizen of and with which the individual enjoys a particular legal bond, acquired by birth, naturalisation, marriage or some other mechanism. A citizen is a legal national of the country of enumeration; a foreign citizen is a non-national of the country (that is, a citizen of another country or a stateless person). Because the country of citizenship is not necessarily identical to the country of birth, both items should be collected in a census'. Foreign citizens of countries not formally recognised as States by the country of enumeration should be regarded as citizens of that foreign country if they hold proof of citizenship.

- The *Revised overarching conceptual framework and concepts and definitions on international migration* (2021, paragraph 56) provides a similar definition; here the national citizen population stock refers to all persons who reside in the country of measurement at a given time and hold citizenship of that country, and the foreign citizen stock refers to all those residing in a country at a particular time who do not hold citizenship of that country. Foreign citizen therefore includes stateless persons, although the definition is potentially misleading.

- According to the *Principles and Recommendations for Vital Statistics Systems (2014),* citizenship is defined as the particular bond between an individual and his or her State, acquired by birth or naturalisation, whether by declaration, choice, marriage or other means according to national legislation. It should be noted that citizenship does not necessarily coincide with country of birth.

Further examples, from legal conventions and statistical guidance can be found at the regional level. In these recommendations, the terms "citizenship" and "nationality" are used interchangeably, with a predominant use of the term "nationality" (as is done in international law and statelessness policy in practice), unless otherwise stated. Where citizenship is used, this is primarily to ensure clear alignment with existing statistical recommendations and practice.

3. Stateless Persons as Part of the Resident Population of a Country

81.   Stateless persons and those without a recognised nationality status form part of the resident stock population of a country and should be included in national official statistics as such. Exceptions would include temporary populations and stateless asylum seekers or nomadic populations who do not meet the minimum residence duration requirements described below (see Figure 3.3). These recommendations therefore apply to the resident population of a country irrespective of their migration, nationality, or citizenship status and distinguishes between native-born and foreign-born people when relevant.

82.   A person's country of residence refers to the country in which a person resided for most of the last 12 months. For those who have recently migrated, the intention to live in a country for at least six months and a day is the usual threshold used to determine the country of usual residence.[64] Temporary travel abroad for purposes of recreation, holiday, business, medical treatment or religious pilgrimage does not entail a change in the country of usual residence. In some cases, national standards for the country of usual residence may differ from the international recommendations.

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[64] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3, para 2.50 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf).

Box 3. 2 Place and Country of Usual Residence

> **Place or Country of Usual Residence**
>
> The definition of usual place of residence as per the UN *Principles and Recommendations for Population and Housing Censuses* is as follows:
>
>> "2.48. In general, usual residence is defined for census purposes as the place at which the person lives at the time of the census, and has been there for some time or intends to stay there for some time.
>>
>> 2.49. Most individuals enumerated have not moved for some time and thus defining their place of usual residence is unambiguous. For others, the application of the definition can lead to many interpretations, particularly if the person has moved often.
>>
>> 2.50. It is recommended that countries apply a threshold of 12 months when considering place of usual residence according to one of the following two criteria:
>> (a) The place at which the person has lived continuously for most of the last 12 months (that is, for at least six months and one day), not including temporary absences for holidays or work assignments, or intends to live for at least six months;
>> (b) The place at which the person has lived continuously for at least the last 12 months, not including temporary absences for holidays or work assignments, or intends to live for at least 12 months."
>
> This definition is also supported by the *International Recommendations on Internally Displaced Persons Statistics (2020)*.

4. Statelessness and International Migration

83. Whilst most stateless persons have never moved from the country in which they or their ancestors were born, some stateless persons migrate or become stateless as a result of their migration. According to the *Revised Overarching Conceptual Framework and Concepts and Definitions on International Migration*, "An international migrant is defined as a person who has changed her/his country of residence and established a new residence in another country" (Annex II of Report). Stateless persons and those without a recognised nationality status are therefore only part of the "International migrant stock" within a country's resident population if they have changed their country of residence during their lifetime.[65] Migration flows refer to changes in the country of residence over a specified time period and can include a person of any nationality or nationality status (see Figure 3.2).

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[65] Whilst the *Revised Overarching Conceptual Framework and Concepts and Definitions on International Migration* explicitly mentions 'stateless persons' this should be understood to refer to both recognised stateless persons and persons without a recognised nationality status.

Figure 3.2 Conceptual Framework on International Migration and the Coherence Between Flows and Stocks
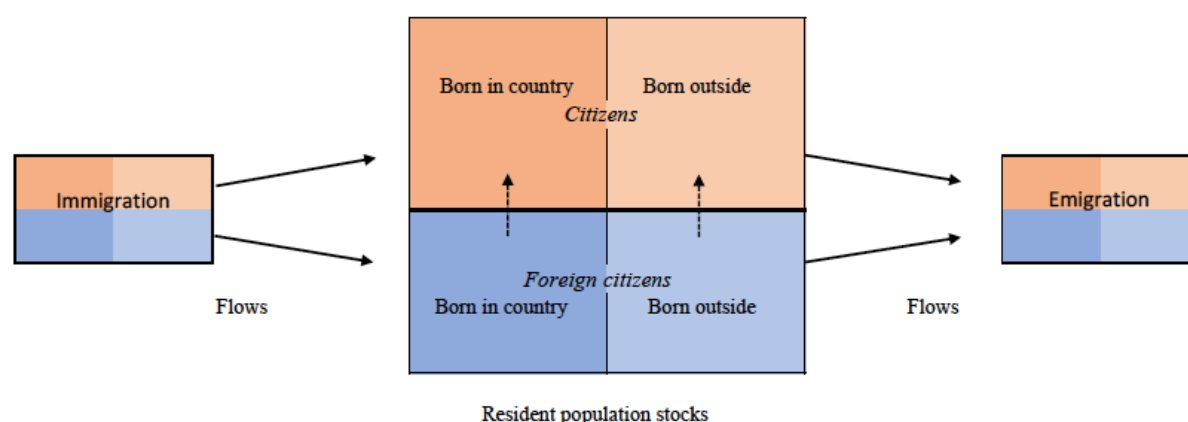
Image taken from the Report of the UN Expert Group on Migration Statistics

84.   The same report – the *Revised Overarching Conceptual Framework and Concepts and Definitions on International Migration* - classifies stateless persons and those without a recognised nationality as "foreign citizens". Classifying stateless persons and those without a recognised nationality status as foreign citizens in this way may be misleading as most are native born and do not have citizenship of any country, but many could have their citizenship of the country confirmed in the future.

85.   Limiting inclusion in the resident population for international migrants using a time threshold may exclude important groups, such as those seeking international protection some of whom may also be stateless.

86.   According to the IRRS, the *intention* to stay for at least / most of a year not the individual's actual length of stay - should be used to include them in the resident population. For refugees and others seeking international protection, who are also stateless (see below), the same should apply; the intention to remain or likelihood to remain for at least six months should be used to determine their usual country of residence and therefore their inclusion in the resident population.[66]

87.   Displaced people in transit to another country should be included in the temporary non-resident population as recommended in the *Revised Overarching Conceptual Framework and Concepts and Definitions on International Migration.* Globally, this concerns a small minority of cases.

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[66] The statistical term country or place of "usual residence" should not be confused with the legal term, country or place of "habitual residence" which refers to the country or place where a displaced person previously lived and is determined on both an objective basis (presence over a certain period of time) and a subjective one (the 'intention remaining' or *animus manendi*). See para. 40 of the IRIS for recommendations about country of residence relevant to displaced persons for whom identifying a country of residence may be difficult.

Figure 3.3 Statelessness in the International Migration Framework

Nationality/ citizenship Residence status		Nationals	Foreign citizens	
		National citizens	With at least 1 citizenship	No citizenship (i.e. stateless persons and those without a recognised nationality status)
Resident population	Native born			
	Foreign born			
Temporary non-resident population	Native born			
	Foreign born			

NB. Language used in Figure 3.3 aligns with the new international migration framework

5. Statelessness and Migratory Causes of Statelessness

88.   Migration is a change in the resident population without reference to a person's country of birth, citizenship, or legal right of residence, usually measured statistically over a recent period. Migratory causes of statelessness, however, differ conceptually from statistical definitions of residence or international migration; this is because migratory causes of statelessness are numerous and may include the person's own migratory history or intergenerational factors or even perceptions of these from the view of the State. In this case, people can be categorised at the analysis stage as stateless due to migratory reasons (see Chapter 4, paragraphs 109-111).

89.   It should be noted that native-born stateless or those without a recognised nationality population stocks may also be impacted by migratory causes if their parents or grandparents migrated. Data about parentage can be supplemented with information drawn from other sources in respect of known ethnic groups who experience difficulty in obtaining nationality status to establish the likelihood of statelessness (see Chapter 5, paragraphs 154-161 on census, 194-197 on surveys and 235-244 on administrative data).

6. Statelessness and Forced Displacement

90.   Those seeking international protection, refugees and asylum-seekers, as defined in the IRRS, are within the scope of these recommendations only if they are also stateless or without a recognised nationality status. All refugees, and others seeking international protection, who are

also stateless should be included in both statelessness estimates and refugee estimates; however, this double counting should be clearly indicated (see Figure 3.4).

91.   Similarly, IDPs, as defined in the IRIS, are within the scope of these recommendations only if they are also stateless or without a recognised nationality status. All IDPs, who are also stateless, should be included in both statelessness estimates and IDP estimates; however, this double counting should be clearly indicated (see Figure 3.4).

Figure 3.4 Overlapping Population Groups: Stateless Persons, Refugees and IDPs
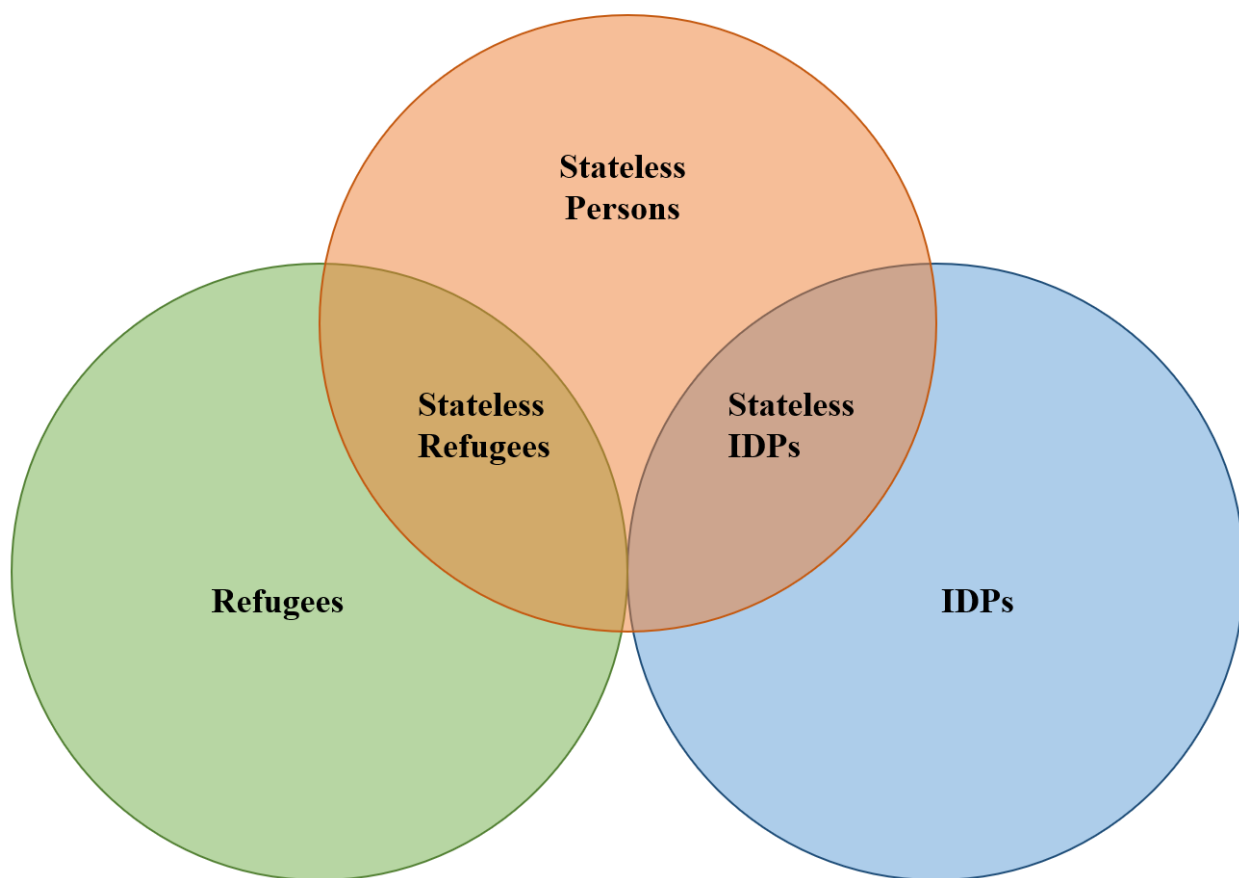
C. STOCKS AND FLOWS OF STATELESS POPULATIONS

1. Introduction

92.   Statistics on recognised stateless and those without a recognised nationality status can be measured as stocks and flows. This section first defines stocks and flows and then elaborates how these should be formulated in relation to the population categories included in the statelessness statistical framework described above.

2. Definitions of Stocks and Flows in the Demographic Context

93.   A stock is a static measure of a population with a specific characteristic in a given country at a particular point in time (also called the reference date). The population holding a specific characteristic is usually counted/estimated at mid-year (30 June), end of year (31 December), or beginning of year (1 January).

94.   In contrast, a flow is a dynamic measure, counting the size of a population that acquired or lost the characteristic within a specific period, which is usually one year or shorter but can be longer if flows are small. Flows have a directional component: they can be counted as inflow (people entering the population of interest) and outflow (people exiting the population of interest). The difference between inflow and outflow is called net-flow and can have a positive (more inflow than outflow) or negative (less inflow than outflow) value. In the context of statelessness, flows include regular demographic characteristics (e.g. birth, death…) and characteristics specific to the classifications within the framework (e.g. acquisition/confirmation of nationality) – (see Figure 3.5 below).

3. Stocks Within the Statelessness Statistical Framework

95.   The total stock of the stateless population in the scope of the recommendations is:

a. **The total stock of A) stateless persons and those without a recognised nationality status**: total number of people with a recognised statelessness status and those without a recognised nationality status in a country at a specific point in time.

96.   This total stock is the sum of the following components:

b. **The total stock of B) persons with a recognised statelessness status**: total number of recognised stateless people in a country at a specific point in time, including the native-born and the foreign-born recognised stateless population.

c. **The total stock of C) persons without a recognised nationality status:** total number of people without a recognised nationality status in a country at a specific point in time, including those with and without link(s) to another country/ies.[67] The total stock includes:

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[67] Where relevant, in countries with established SDPs, this stock figure will include those with a pending outcome/decision.

ii. Stock of <u>foreign-born people</u> without a recognised nationality status and link(s), real or perceived to another country/ies.

iii. Stock of <u>native-born people</u> without a recognised nationality status with/without real or perceived link(s) to another country/ies.

4. Flows Into, Out of and Within the Statelessness Statistical Framework

97.   Similar factors contribute to the flows of persons with a recognised statelessness status and those without a recognised nationality status into/out of the resident population (see Figure 3.5). Moreover, due to data and/or capacity limitations, it may not be possible to model all in/outflows for all population categories and sub-categories in the statelessness statistical framework. For example, in some contexts it will only be possible to produce flow statistics for category A, and in others only for category B. Here, to accommodate for the majority of contexts, the inflows and outflows are outlined for the combined population category A of 'stateless persons and those without a recognised nationality status'.

Figure 3.5 Flows Model for Stateless Persons and Those Without a Recognised Nationality Status
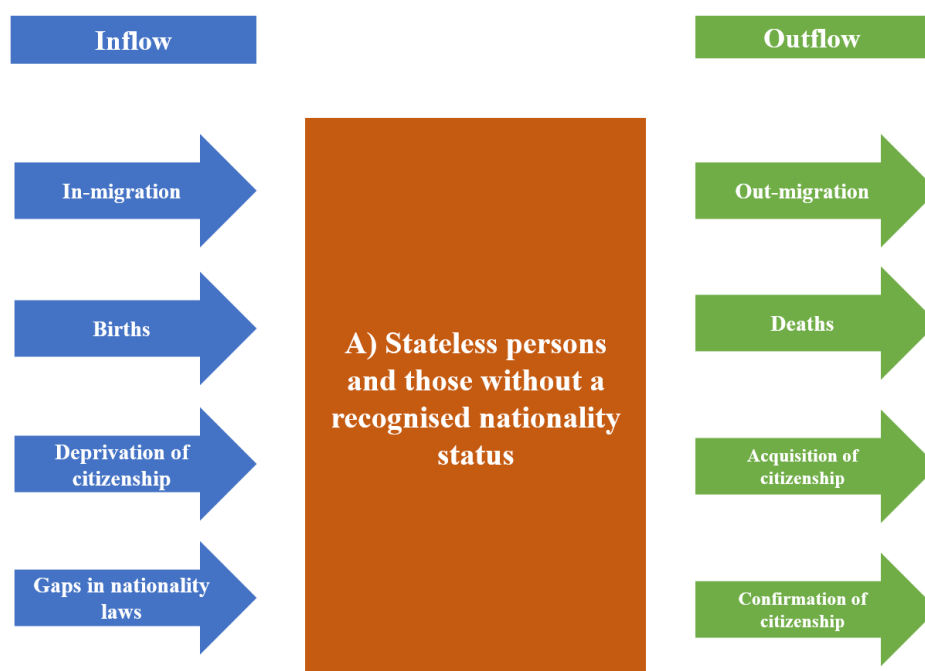
a. Inflows

98.   Population inflows of 'stateless persons and those without a recognised nationality status' represent the number of people entering this population within a specific period of time, usually one calendar year (see Figure 3.5). The inflow can be international or national as follows:

a. International inflow includes:

    i. The migration of people who arrive stateless or without a recognised nationality status, into the country.

b. National inflow includes:

    i. Persons who are born stateless or without a recognised nationality status.

    ii. Persons who lost or were deprived of citizenship and became stateless or a person without a recognised nationality status.

    iii. Persons who due to gaps in nationality laws, became stateless or a person without a recognised nationality status.

99.   Inflow to the 'persons with a recognised statelessness status' group (category B) from the 'persons without a recognised nationality status' group (category C) can also be calculated. This movement occurs as a result of the SDP, where an individuals' statelessness status is confirmed, and they are officially recognised as stateless in a country, or through formal recognition of a specific group as stateless (see Figure 3.6 and Chapter 2, paragraphs 50-52). If the former, the flow may be relatively easy to measure as it would be captured in the related administrative data source. If the latter, this flow may be hard to measure and is likely only obtained when there have been changes in laws, regulations and processes that determined the status of individuals or groups of people.

Figure 3.6 Flows Model from Persons Without a Recognised Nationality Status (Category C) to Persons With a Recognised Stateless Status (Category B)

C) Persons without a recognised nationality status

Statelessness determination procedure or formal recognition of group

B) Persons with a recognised statelessness status
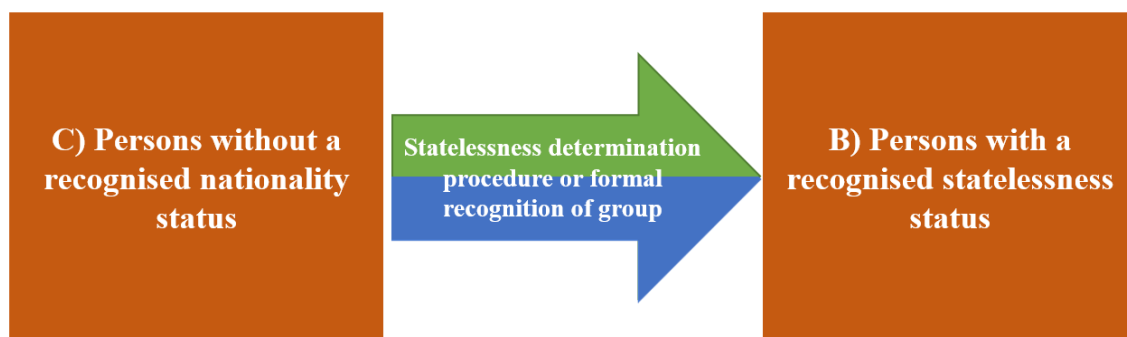
b. Outflows

100. Population outflows of 'stateless persons and those without a recognised nationality status' is the number of people exiting from this population category within a specific period of time, usually one calendar year (see Figure 3.5). The outflow can be international or national as follows:

a. International outflow includes:

i. The migration of people who are stateless or without a recognised nationality status out of the country.

b. National outflow includes:

i. Deaths of people who are stateless or without a recognised nationality status.

ii. Persons whose nationality is confirmed (i.e., proof of citizenship is gained).

iii. Persons who acquire citizenship (i.e., through naturalisation).

101. A detailed list of tabulations and statistics on a) 'persons with a recognised statelessness status and b) 'persons without a recognised nationality status' that can be used in a national context can be found in Chapter 4, paragraphs 115 on stocks and 116-124 on flows.

D. SUMMARY OF RECOMMENDATIONS

102. It is recommended that all countries use the statelessness statistical framework to collect data and produce official statistics on statelessness, remembering that both category B 'persons with a recognised statelessness status' and category C 'persons without a recognised stateless status' include stateless persons. The aggregated category A 'stateless persons and those without a recognised nationality status' is therefore included as the first tier of the framework. Efforts have been made to align the statelessness statistical framework with other international statistical framework, such as the international migration framework.

103. The population groups included in the statelessness statistical framework are derived from but do not correspond exactly with the legal/policy definitions set out in Chapter 2. It includes category A, 'stateless persons and those without a recognised nationality status', category B, 'persons with a recognised statelessness status' and category C 'persons without a recognised stateless status'. Category C includes those with/without real or perceived link(s) to another country/ies (Ci and Cii).

104. The stocks and flows of the population categories in the statelessness statistical framework should be further sub-divided into native born or foreign born, when relevant, to align with the proposed *Conceptual Framework, Concepts and Definitions on International Migration.*

CHAPTER 4: STATISTICS ON STATELESSNESS FOR COUNTRIES TO PRODUCE

105.   This chapter outlines the recommended statistics on the populations included in the statelessness statistical framework that may be adopted in the national context. The lists presented are extensive, but not exhaustive. Not all of the statistics presented are relevant or realistic in every context; the specific statistics and tabulations to be produced will depend on the priorities of each country. Additionally, the ability to produce them rests on the types of information collected, available data sources as well as the statistical capacity of the country.

106.   This chapter first (Section A) presents a list of basic and supplementary classificatory variables and then goes on to link the classificatory variables to the different causes of statelessness. Second (Section B) it outlines basic statistics that are recommended to be produced for stocks and flows. Third (Section C) it elaborates on recommended statistics for measuring the characteristics – primarily demographic and socio-economic characteristics – of population groups included in the statelessness statistical framework. It further identifies a list of Sustainable Development Goal (SDG) indicators that are of particular relevance to statelessness and highlights important considerations relevant for analysis of statelessness characteristics.

A. BASIC CLASSIFICATORY VARIABLES

1. Introduction

107.   This section builds on Chapter 3 and presents a list of basic classificatory variables that can be used to classify individuals in the statelessness statistical framework. In addition, this section links the different causes of statelessness to the basic classificatory variables. The precise list of classificatory variables needed to identify the causes of statelessness will depend on the national context.

2. Basic Classificatory Variables

108.   The basic classificatory variables are the variables required to classify people into the appropriate population categories within the statelessness statistical framework. As they serve to classify individuals within the framework, all should be populated at the individual level.

109.   The precise list of classificatory variables required will differ according to the specific national context and the locally relevant causes of statelessness. For this reason, the list provided below is intentionally extensive in order to provide adequate guidance to a global audience; the list can be used as a starting point to identify and select the classificatory variables needed in each specific context. Paragraphs 110 and 111 present the basic classificatory variables aligned to the statelessness statistical framework; the list in paragraph 110 includes basic classificatory variables that are required in most contexts (most common basic classificatory variables) whilst paragraph 111 presents a further list that could be relevant in some specific national contexts to classify people within the framework (less common basic classificatory variables). Not all variables will be available and/or relevant in every context; this extensive list is provided given the varying contributory causes of statelessness around the world. Chapter 5 considers how they can be

captured using different data sources (see paragraphs 154-161 on census, 194-197 on surveys and 235-244 on administrative data).

110.   The most common basic classificatory variables are:

   i.   Citizenship/nationality status

          The existence/lack of (or the lack of proof of) citizenship/nationality status of an individual is the most basic classificatory variable for the statelessness statistical framework. Possible options for this variable include a) clear citizenship/clear nationality status; b) recognised statelessness status; or c) unknown / lack of proof of citizenship/nationality status. Depending on the data source (or combination of data sources) used, these different options would impact classification in different ways (see Chapter 5).

          - In order to be classified in population category B (persons with a recognised statelessness status) a recognised statelessness status would be the *necessary and sufficient* condition (i.e., citizenship/nationality status = recognised stateless).

          - In order to be classified in population category C (persons without a recognised nationality status), having unknown/ lack of proof of citizenship/nationality status is the *necessary but insufficient* condition for individuals to fall within this group. The sufficient condition – the inability to obtain citizenship/nationality – is difficult to directly measure and would vary across different national contexts due to the different contributory causes of statelessness. The lack of proof of citizenship/nationality would therefore need to be combined with a selection of the below variables to fully capture the *sufficient condition* to be appropriately classified in category C, many of which are proxy measures given the impossibility of direct measurement of the inability to obtain citizenship/nationality.

   ii.   Country of birth

   iii.   Documentation (including birth certificates, IDs, passports etc.)[68]

   iv.   Immigration status/right of residence

   v.   Ethnicity (or religion or language group if necessary)

   vi.   Country of birth of parent(s)

   vii.   Citizenship/nationality status of parent(s)

   viii. Ethnicity of parent(s) (or religion or language group if necessary)

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[68] This will depend on the country context and will likely be a document which can confirm a person's identity. Collection of data on the possession of documents such as a national ID card, passport or other relevant documentation would be helpful, if it can be done without increasing interviewer costs or increasing non-response rates.

ix.   Citizenship/nationality status of spouse

111.   The less common basic classificatory variables are:

x.   Age or date of birth

xi.   Sex

xii.   Sex of parent(s)

xiii.   Marital status

xiv.   Marital status of parent(s)

xv.   Documentation of parent(s) (see iii above)

xvi.   Country of birth of grandparent(s)

xvii.   Citizenship/nationality status of grandparent(s)

xviii. Previous citizenship status and/or residence status

xix.   Date of first arrival in country/total duration of residence in the country (if foreign born) or date became stateless (if native born)[69]

xx.   Country of previous usual residence abroad (if foreign born)

xxi.   Total duration of residence in the previous country of usual residence (if foreign born)

xxii.   Former citizenship status and/or residence status in previous country of usual residence (if foreign born)

xxiii. Reason for migration (including forced displacement) for foreign-born migrants to determine the displaced population[70]

xxiv.   Geographic location of residence, (administrative level determined by country)

xxv.   Survival of parent(s)/known whereabouts of parent(s) – to provide the information needed by individuals for determining one's nationality, and for foundlings and children without proof of identity

3. Linking Basic Classificatory Variables to the Populations Categories in the Statelessness Statistical Framework

112.   Table 4.1 shows how different combinations of the variables listed above may be used to classify persons within the different population categories of the statelessness statistical framework (Chapter 3, paragraphs 60-73). The precise list of variables needed to identify the nationally relevant link(s) to another country/ies would need to be determined in the national context with guidance from relevant statelessness experts. The table draws from the list of the 'most common'

[69] Linked to inflow b(iii) in paragraph 103.
[70] See the IRRS para 133. Usually this is asked for specific time period.

basic classificatory variables, however given the nature of determining real/perceived link(s) to another country/ies will vary, in some contexts variables from the 'less common' list could be more relevant.

Table 4.1 Variables Required to Classify People in the Statelessness Statistical Framework

		Sub-category		Variables needed for classification
A) Stateless persons and those without a recognised nationality status	B) Persons with a recognised statelessness status	Native born		• **Citizenship/nationality status**: recognised by authorities as stateless • **Country of birth**: country of current residence
		Foreign born		• **Citizenship/nationality status**: recognised by authorities as stateless • **Country of birth**: a foreign country

	C) Persons without a recognised nationality status	Ci) With link(s) to another country/ies	Native born	• **Citizenship/nationality status**: not proven or unknown
				• **Country of birth**: country of current residence
				• **Documentation (including birth certificates, IDs, passports etc.)**: none or insufficient to prove nationality
				
				• *This would need to be combined with variables to identify LINK(S) (territorial link(s) and/or link(s) through filiation or marriage) which could include the following:*
				
				  Country of birth of parent(s): at least one foreign born
				
				  Citizenship/nationality status of parent(s): at least one foreign parent
				
				  Citizenship/nationality status of spouse: foreign or unknown
				
				  Ethnicity: ethnic group

			Foreign born	• **Citizenship/nationality status**: not proven or unknown • **Country of birth**: equals a foreign country • **Documentation (including birth certificate, IDs, passports etc.)**:

| | | | | none or insufficient to prove nationality

• *This would need to be combined with variables to identify LINK(S) (territorial link(s) and/or link(s) through filiation or marriage) which could include the same list as above.* |
| | | Cii) Without link(s) to another country/ies | Native born | • **Citizenship/ nationality status**: not proven or unknown
• **Country of birth**: country of current residence
• **Documentation (including birth certificate, IDs, passports etc.)**: none or insufficient to prove nationality

• *This would need to be combined with variables to identify NO LINK(S) (territorial link(s) and/or link(s) through filiation or marriage) which could include the following:*

Country of birth of parent(s): country of residence or unknown

Citizenship/nationality status of parent(s): country of residence or unknown

Ethnicity: ethnic group |

4. Linking Basic Classificatory Variables to the Different Contributory Causes of Statelessness

113.   As outlined in Chapter 2 (Table 2.1), there are various contributory causes of statelessness specific to each national context. Table 4.2 set outs a non-exhaustive list of basic classificatory variables listed above that may be selected to help identify individuals who should be included in statelessness statistics depending on the contributory causes of statelessness in a given context. The citizenship/nationality variable is relevant for all population categories, as described above (paragraph 110 and Table 4.1) and applies to all contributory causes of statelessness, therefore is not included in the table below. Instead, the table presents a list of possible variables that may be relevant to identify individuals that should be included in the framework either due to their real or perceived link(s) to another country/ies (category Ci), or when relevant gaps in nationality laws exist (category Cii). One link to another country is sufficient to satisfy the definition of link(s) to another country/ies and thus be categorised in the framework (see Chapter 3). The precise list of

variables needed would need to be determined in the national context with guidance from relevant statelessness experts.

Table 4.2 Selecting Basic Classificatory Variables Based on Different Contributory Causes of Statelessness

Contributory causes of statelessness	Possible classificatory variables of relevance
Discrimination on the basis of race, ethnicity, religion or language.	- Ethnicity (including of parent(s)) - Religion (including of parent(s)) - Language (including of parent(s)) - Country of previous usual residence abroad (if foreign born)
Gender discrimination in nationality laws	- Country of birth - Sex of parent(s) - Marital status - Marital status parents - Citizenship/nationality status of parent(s) - Documentation (including birth certificates, IDs, passports etc.) - Survival/known whereabouts of parent(s) – to provide the information needed by individuals for determining one's nationality
Gaps in nationality laws	- Documentation (including birth certificates, IDs, passports etc.) - Country of birth - Age or date of birth - Citizenship/nationality status of parent(s)/grandparent(s) - Immigration status/right to residence - Date of first arrival in country/total duration of residence in the country (if foreign born) - Ethnicity
Conflicting nationality laws between countries	- Age or date of birth - Country of birth - Country of previous usual residence abroad (if foreign born) - Date of first arrival in country/total duration of residence in the country (if foreign born) - Total duration of residence in the previous country of usual residence (if foreign born) - Citizenship/nationality status of parent(s)/grandparent(s) - Marital status - Citizenship/nationality status spouse
State succession and changing borders	- Previous citizenship status and/or residence status - Documentation (including birth certificates, IDs, passports etc.) - Age or date of birth - Country of birth - Ethnicity (or religion or language group if applicable) - Geographic location of residence, (administrative level determined by country) for identification of those living in disputed border areas or pastoralist territory
Loss or deprivation of nationality	- Country of birth - Previous citizenship status

	- Immigration status/right to residence - Marital status - Citizenship/nationality status spouse - Citizenship/nationality status of parent(s)
Lack of proof of nationality	- Country of birth - Documentation (including birth certificates, IDs, passports etc.) - Country of birth of parent(s) - Citizenship/nationality status of parent(s) - Citizenship/nationality status of grandparent(s) - Citizenship/nationality status of spouse - Ethnicity (or religion or language group if applicable)
Administrative and financial barriers	- Documentation (including birth certificates, IDs, passports etc.) - Geographic location of residence, (administrative level determined by country) - Ethnicity (or religion or language group if applicable) - Immigration status/right to residence - Survival/known whereabouts of parent(s) – to provide the information needed by individuals for determining one's nationality

B. STATISTICS RELATING TO STOCKS AND FLOWS

1. Introduction

114.   This section proposes statistics that should be produced on the populations included in statelessness statistical framework as they relate to stocks and flows of: a) 'persons with a recognised statelessness status' and b) 'persons without a recognised nationality status'. It builds on Chapter 3 and contains two sub-sections which cover (1) stock statistics and (2) flow statistics. The sub-sections each provides a list of basic statistics and key indicators that can be potentially derived by countries. Recommended disaggregations are highlighted within the list of statistics, however, data protection principles and disclosure risks should be taken into consideration especially in contexts where smaller population groups are concerned.

2. Stock Statistics

115.   The most basic stock statistics to be derived are the counts of each population category included in the statelessness statistical framework (see Chapter 3 paragraphs 60-73). These estimates should be disaggregated (cross-tabulated) by sex and age or age groups and, when relevant, by country of birth and ethnicity or other relevant variable as outlined below.[71] Depending on the data source used, ideally, these statistics should be produced on an annual basis or more frequently if required. The recommended statistics are:

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[71] Other relevant disaggregation variables may be identified in specific national contexts. Displacement status (IDPs, refugees/asylum-seekers, not displaced) may be especially relevant in contexts where displaced populations are also impacted by statelessness. Other relevant variables could include geographical location (including urban/rural) and key policy-relevant characteristics.

a. *Stateless persons and those without a recognised nationality status (Category A)*

      i. Total number of persons who are stateless or without a recognised nationality status in a country; disaggregated by sex, age or age group and ethnic group, or other relevant variable

b. *Persons with a recognised statelessness status (Category B)*

      i. Total number of persons with a recognised statelessness status in a country; disaggregated by sex, age or age group and ethnic group, or other relevant variable

      ii. Total number of persons with a recognised statelessness status in a country who are native born; disaggregated by sex and age or age group

      iii. Total number of persons with a recognised statelessness status in a country who are foreign born; disaggregated by sex, age or age group and country of birth

c. *Persons without a recognised nationality status (Category C)*

      iv. Total number of persons without a recognised nationality status in a country; disaggregated by sex, age or age group and ethnic group, or other relevant variable

      v. Total number of persons without a recognised nationality status in a country **without** link(s) to another country/ies; disaggregated by sex and age or age group

      vi. Total number of persons without a recognised nationality status in a country **with** link(s) to another country/ies; disaggregated by sex and age or age group

      vii. Total number of persons without a recognised nationality status in a country **with** link(s) to another country/ies who are native born; disaggregated by sex and age or age group

      viii. Total number of persons without a recognised nationality status in a country **with** link(s) to another country/ies who are foreign born; disaggregated by sex, age or age group and country of birth

3. Flow Statistics

116. The most basic flow statistics to be derived are the counts of the flows into and out of the population groups included in the statelessness statistical framework. The numbers should be disaggregated (cross-tabulated) by sex and age or age group. These statistics should be reported on an annual basis or more frequently as needed. It is recognised that in some contexts, the proposed flow statistics will be challenging to produce.

117. For ease of calculation, flow statistics have been combined for native-born and foreign-born classifications, however countries may decide to split these flow statistics. In addition, countries may decide to combine flow statistics for a) 'persons with a recognised statelessness

status' and b) 'persons without a recognised nationality status' to produce flow statistics for category A, following the approach taken in Chapter 3 (see paragraphs 92-101).

a. Persons with a recognised statelessness status (Category B)

118.   Inflow statistics for persons with a recognised statelessness status are:

    i.   Total number of persons with a recognised statelessness status who have been born in the country in a period of time; disaggregated by sex and age or age group

    ii.   Total number of persons with a recognised statelessness status who have migrated into the country in a period of time; disaggregated by sex and age or age group

    iii.   Total number of the resident population who have had their statelessness status recognised (due to deprivation of citizenship, status determination procedures or gaps in nationality laws) in a period of time; disaggregated by sex and age or age group

119.   Outflow statistics for persons with a recognised statelessness status are:

    iv.   Total number of persons with a recognised statelessness status who have died in a period of time; disaggregated by sex and age or age group

    v.   Total number of persons with a recognised statelessness status who have migrated out of the country in a period of time; disaggregated by sex and age or age group

    vi.   Total number of persons with a recognised statelessness status who have acquired nationality in a period of time; disaggregated by sex and age or age group

120.   Where there are problems in obtaining the individual flow data for 'persons with a recognised statelessness status', then partial inflow and outflow statistics could be provided; in this case the revised flow definition and calculation should be clearly communicated.

b. Persons without a recognised nationality status (Category C)

121.   To avoid an extensive list, inflow statistics for persons without a recognised nationality status 'with' and 'without link(s) to another country/ies' have been combined below. Inflow statistics for persons without a recognised nationality status are:

    i.   Total number of persons without a recognised nationality status who have been born during a period of time; disaggregated by sex and age or age group

    ii.   Total number of persons without a recognised nationality status who have entered the country in a period of time; disaggregated by sex and age or age group

iii.   Total number of the resident population who have been identified to be persons without a recognised nationality status in a period of time; disaggregated by sex and age or age group[72]

122.   Outflow statistics for persons without a recognised nationality status are:

iv.   Total number of persons without a recognised nationality status who have died in a period of time; disaggregated by sex and age or age group

v.   Total number of persons without a recognised nationality status who have migrated out of the country in a period of time; disaggregated by sex and age or age group

vi.   Total number of persons without a recognised nationality status who have acquired nationality in a period of time; disaggregated by sex and age or age group

vii.   Total number of persons without a recognised nationality status who have had their nationality confirmed in a period of time; disaggregated by sex and age or age group

123.   Where there are problems in obtaining individual flow data for 'persons without a recognised nationality status', then partial inflow and outflow statistics could be provided; in this case the revised flow definition and calculation should be clearly communicated.

c. Combined flow statistics (Category A)

124.   The below statistics will allow for the following combined flow-related statistics to be produced:

i.   Total number of persons entering the stock of stateless persons and persons without a recognised nationality status during a period of time; disaggregated by sex and age or age group

ii.   Total number of stateless persons and persons without a recognised nationality status who had their nationality confirmed or acquired during a period of time; disaggregated by sex and age or age group

iii.   Net-flow in the stocks of the population who are stateless or without a recognised nationality status in a time period

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[72] Although this is a de-facto statistical inflow it is not an inflow in reality as it represents an estimate of people who were already part of the resident population but who were not previously classified in this way.

C. BASIC STATISTICS RELATING TO MEASURING CHARACTERISTICS OF STATELESS POPULATIONS

1. Introduction

125.   As outlined in earlier Chapters and throughout these recommendations, statelessness is a phenomenon that often has dire consequences for the affected individuals and groups. Being stateless often limits access to birth registration, identity documentation, education, health care, legal employment, property ownership, political participation and freedom of movement. Denial of these rights affects not only the individuals concerned but also their families, communities and society as a whole, because excluding an entire sector of the population may significantly impair efforts to promote economic and social development, create social tension and fuel conflict.

126.   Measuring the characteristics of stateless populations is therefore paramount for developing effective national policies that aim to reduce/eradicate statelessness and minimise/address the negative impact it has had/continues to have on affected populations and communities.

127.   This section develops recommendations for measuring the characteristics of populations included in the statelessness statistical framework, including a list of recommended statistics informed by analysis of relevant normative frameworks and analytical practice. Following this, the section highlights the relevance of the SDGs for stateless populations and identified priority SDG indicators in this regard. Lastly, some key recommendations are provided for effective analysis of these characteristics that could be taken into consideration when selecting data sources.

2. Recommendations on Socio-demographic Analysis and Indicators of Statelessness

128.   The *1954 Convention* sets out a range of rights for stateless persons.[73] Various regional frameworks, in particular in the European context, also identify specific topics and variables that should be prioritised for measurement (for example the *Handbook on Statelessness in the OSCE Area*[74] see Box 4.1 and the *European Migration Network Inform on Statelessness in the European Union*)[75] largely in line with the *1954 Convention*. At the country level, several studies make recommendations on the indicators and variables which should be selected for analysis of data about stateless populations.[76] [77]

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[73] UN General Assembly, Convention Relating to the Status of Stateless Persons, 28 September 1954, United Nations, Treaty Series, vol. 360, p. 117 (available at: https://www.refworld.org/docid/3ae6b3840.html).

[74] Organization for Security and Co-Operation in Europe (OSCE), Handbook on Statelessness in the OSCE Area, 28 February 2017 (available at: https://www.osce.org/handbook/statelessness-in-the-OSCE-area?download=true).

[75] The European Commission, Statelessness in the European Union, 2020 (available at: https://emn.ie/wp-content/uploads/2020/02/2020_EMN_Inform_Statelessness.pdf).

[76] UN High Commissioner for Refugees (UNHCR), Socioeconomic Survey of the Stateless Shona, 2019 (available at: https://microdata.unhcr.org/index.php/catalog/282).

[77] UN High Commissioner for Refugees (UNHCR), Cartographie des personnes à risque d'apatridie en Côte d'Ivoire, 7 January 2020 (available at: https://www.refworld.org/docid/615463624.html).

Box 4.1 OSCE Handbook on Statelessness

> *The Organization for Security and Co-operation in Europe (OSCE) Handbook on Statelessness*
>
> The OSCE recommends an approach to tackling statelessness that is age, gender and diversity sensitive. It suggests that in practice, the following should be taken into consideration:
>
> "**Age** – people's capacities and needs change over time depending on where they are in their life cycle. Age influences and can enhance or diminish a person's capacity to exercise his or her rights. Children - especially those that are unaccompanied, or separated from both parents or their primary care giver - may face acute challenges in communicating basic facts with respect to their nationality."
>
> "**Gender** – refers to the socially constructed roles of women and men that are often central to the way in which people define themselves and are defined by others. Gender roles are learned, changeable over time, and variable within and between cultures. Gender often defines the duties, responsibilities, constraints, opportunities and privileges of women and men in any context. In turn, gender equality refers to the equal enjoyment of rights, responsibilities and opportunities of women, men, girls and boys, and implies that their respective interests, needs and priorities are respected. As a result of gender discrimination, women may face additional barriers in acquiring relevant documentation, such as birth certificates for themselves or for their children, or other identification documents that would be pertinent to establishing their nationality status and that of their children.
>
> **Diversity** – refers to different values, attitudes, cultural perspectives, beliefs, ethnic background, nationality, sexual orientation, gender identity, ability, health, social status, skills and other specific personal characteristics. While age and gender dimensions are present in everyone, other characteristics vary from person to person. These differences must be recognised, understood and valued in each specific context/ intervention in order to ensure that the equal the rights of all people are respected."

129.   Based on the analysis of the *1954 Convention* (see Chapter 2, paragraph 23) and other regional frameworks, and due reflection on the SDG framework, the following variables for analysis are recommended. The specific choice of variables will of course depend on a country's context – for example contexts which host large *in-situ* stateless populations may have different information needs than those who host displaced stateless persons – and should be adapted accordingly. However, the following list presents a good starting point to guide countries in this decision. It is here assumed that the population concerned has been statistically identified and therefore classificatory variables are not included (see above).

130.   The recommended variables for analysis of characteristics of stateless persons are:

Demographic and Migration:

- **Age or age group**

- **Sex**

- **Country of birth**

- **Ethnicity**

- **Religion**

- **Reasons for migration if migrated internationally** (e.g., employment – including military service, education and training, marriage, family reunification or family formation, forced displacement, other)

- **Years of residence in the current country of residence** (for foreign born)

- **Marital status**

Education:

- **Literacy**

- **Education level** (e.g. highest level achieved).

Economic and property rights:

- **Labour force status and status in employment**[78] [79] (e.g., employee, unemployed, out of labour force etc.)

- **Sector of activity/ industry** (International Standard Industrial Classification of All Economic Activities)[80]

- **Occupation** (International Standard Classification of Occupations)

- **Access to/possession of land**[81]

- **Housing tenure**[85] (e.g., rent, ownership etc.)

Living conditions:

- **Poverty** (poverty status) **and material deprivation or wealth index**[82]

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[78] International Labour Organization (ILO), Conceptual Framework for Statistics on Work Relationships, 2020 (available at: https://ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_746768.pdf).

[79] International Labour Organization (ILO), International Classifications of Status in Employment and Status at Work (ICSE and ICSaW) (available at: https://ilostat.ilo.org/resources/concepts-and-definitions/classification-status-at-work/).

[80] UN Department of Economic and Social Affairs (DESA) – Statistics Division, International Standard Industrial Classification of All Economic Activities (ISIC), 2008, Revision 4 (available at: https://unstats.un.org/unsd/publication/seriesM/seriesm_4rev4e.pdf).

[81] FAO; World Bank; UN-Habitat, Measuring Individuals' Rights to Land: An Integrated Approach to Data Collection for SDG Indicators 1.4.2 and 5.a.1 (available at: http://documents.worldbank.org/curated/en/145891539095619258/Measuring-Individuals-Rights-to-Land-An-Integrated-Approach-to-Data-Collection-for-SDG-Indicators-1-4-2-and-5-a-1).

[82] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Special Project on Poverty Statistics, Handbook on Poverty Statistics: Concepts Methods and Policy Use, 2005 (available at: https://unstats.un.org/unsd/methods/poverty/pdf/un_book%20final%2030%20dec%2005.pdf).

- **Housing conditions** (e.g., material of the walls, roof and floor)

- **Water, sanitation and hygiene (WASH)**[83] (e.g., water supply system, drinking water, toilet, sewage disposal, solid waste disposal and bathing facilities)

- **Access to electricity**[84]

- **Access to social welfare** (social security status)

Legal identity, freedom of movement and access to justice:

- **Birth registration**[85] (proportion of children under five years of age whose births have been registered with a civil authority)

- **Access to travel documents**

- **Access to courts** (stateless persons should enjoy the same rights as a nationals in matters pertaining to legal assistance)

Health: (* unlikely to be readily available)

- **Access to health care** (e.g., accessibility of health facilities in distance, coverage by health insurance, incidence of illness and use of facilities when last needed).

- **Immunisation/Vaccination coverage**

- **Reproductive health** (part of a person's overall health, which includes physical, spiritual and social well-being. The analysis would compare access to family planning for stateless populations with comparable populations who have citizenship.)

- **Nutritional status**[86] (the status of human nutrition is a complex characteristic of health, the state of its structure, functions and adaptive reserves, which was formed under the influence of previous actual nutrition. Indicators more readily available in household surveys are wasting and stunting.)

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[83] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3 (available at: https://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf).

[84] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Principles and Recommendations for a Vital Statistics System, 2014, Revision 3 (available at: https://unstats.un.org/unsd/demographic/standmeth/principles/m19rev3en.pdf).

[85] Ibid.

[86] United Nations Department of Technical Co-operation for Development and Statistical Office, How to Weigh and Measure Children: Assessing the Nutritional Status of Young Children in Household Surveys,1986 (available at: https://unstats.un.org/unsd/publication/unint/dp_un_int_81_041_6E.pdf).

- **Mortality***[87] (refers to the deaths in the population. A common indicator is the under-five mortality rate which is defined as the number of deaths per 1,000 individuals under-five.)

3. The SDGs and Priority Indicators for Statelessness

131. In the *2030 Agenda,*[88] 17 Goals were adopted by all UN Member States in 2015, as the basis for a 15-year plan to deliver sustainable development. At the centre of the *2030 Agenda* is the ambition to "leave no one behind" with a particular focus on the world's most vulnerable populations.

132. To monitor progress against these ambitious goals, a framework of indicators was developed by the Inter-Agency and Expert Group on SDG Indicators (IAEG-SDGs)[89] and approved by the UN Economic and Social Council in 2017 to track SDG implementation.[90] Acknowledging the core principle to leave no one behind, the need to disaggregate data to ensure the visibility of vulnerable groups has been clearly recognised and repeatedly encouraged by the UN Statistical Commission (UNSC), other official bodies and various stakeholders.[91][92]

133. Whilst there is no explicit reference to stateless persons in the SDG Declaration, the commitment to leave no one behind "clearly applies to those who experience the many negative consequences of not being recognised as citizens of any country".[93] Where the SDGs and their targets refer to '*all'* or '*vulnerable*' populations, this can be understood to include stateless persons and those without a recognised nationality status. For example, SDG 3 (healthy lives and well-being for all) requires data about various aspects of health to be disaggregated by location age, gender, poverty levels and vulnerable populations.

134. Recognising that stateless persons as well as refugees and IDPs fall into this group, UNHCR has specifically underlined its commitment to this objective in its own *Strategic Direction from 2017-2021 -* "to promote the inclusion of refugees, the internally displaced and stateless people in National Development Frameworks, and […] national systems" – and again in 2022-2026 - "to bolster the inclusion of affected people in development programmes and national development frameworks, building on the commitments of the *2030 Agenda*, the SDGs and *Our Common Agenda*".[94] The *Global Action Plan to End Statelessness* has also made explicit links to the SDGs.

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[87] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Handbook on the Collection of Fertility and Mortality Data, 2004 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/fertility-and-mortality/SeriesF_92-E.pdf).
[88] United Nations, The 2030 Agenda for Sustainable Development (2030 Agenda) (available at: https://www.un.org/sustainabledevelopment/development-agenda/).
[89] See Inter-Agency and Expert Group on SDG Indicators (available at: https://unstats.un.org/sdgs/iaeg-sdgs/).
[90] United Nations, SDG Indicator Framework (available at: https://unstats.un.org/sdgs/indicators/indicators-list/).
[91] Inter-Agency and Expert Group on SDG Indicators, Data Disaggregation for the SDG Indicators (available at: https://unstats.un.org/sdgs/iaeg-sdgs/disaggregation/).
[92] International Institute for Sustainable Development (IISD), Disaggregated Data is Essential to Leave No One Behind, 12 October 2017 (available at: https://www.iisd.org/blog/disaggregated-data-essential-leave-no-one-behind).
[93] UN High Commissioner for Refugees (UNHCR), The Sustainable Development Goals and Addressing Statelessness, March 2017 (available at: https://www.refworld.org/docid/58b6e3364.html).
[94] UN High Commissioner for Refugees (UNHCR), UNHCR Strategic Directions 2022-2026 (available at: https://reporting.unhcr.org/strategic-directions-2022-2026).

135. Although many SDGs and their related targets are relevant to addressing statelessness, in 2017, UNHCR identified goals 5, 10, 16 and 17, and certain related targets, to be of particular relevance (see Box 4.2).

Box 4.2 SDG Goals, Targets and Indicators of Particular Relevance to Statelessness

UNHCR-identified SDG goals, targets and indicators of particular relevance to addressing statelessness

SDG 5: Achieve gender equality and empower all women and girls.

 Target 5.1: End all forms of discrimination against all women and girls everywhere.

 Global Indicator 5.1.1: Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex.

SDG 10: Reduce inequality within and among countries.

 Target 10.3: Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

 Global Indicator 10.3.1: Proportion of the population reporting having personally felt discriminated against or harassed within the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law.

SDG 16: Promote peaceful and sustainable societies for sustainable development, provide access to justice for all, and build effective, accountable and inclusive institutions for all.

 Target 16.9: By 2030, provide legal identity for all, including birth registration.

 Global Indicator 16.9.1: Percentage of children under 5 whose births have been registered with a civil authority, disaggregated by age.

 Target 16.b: Promote and enforce non-discriminatory laws and policies for sustainable development.

 Global Indicator 16.b.1: Proportion of population reporting having personally felt discriminated against or harassed in the last 12 months on the basis of a ground of discrimination prohibited under international law.

SDG 17: Strengthen the means of implementation and revitalise the global partnership for sustainable development.

 Target 17.18: By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly 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.

 Global Indicator 17.18.1: Proportion of sustainable development indicators produced at the national level with full disaggregation when relevant to the target, in accordance with the Fundamental Principles of Official Statistics.

136.   In addition, the IAEG-SDGs has recommended a list of 12 SDG indicators for displaced populations based on advice from the EGRISS.[95] These indicators are also relevant for stateless persons and those without a recognised nationality status who are also displaced and may also be relevant for *in-situ* stateless populations (see Box 4.3). NB - this list largely aligns with the above list of characteristics with the exception of access to justice.

Box 4. 3 Priority SDG Indicators for Displaced Populations

Recommended SDG Indicators to be Disaggregated by Forced Displacement by Priority Policy Areas

Policy Area 1: Basic needs and living conditions

2.2.1   Prevalence of stunting (height for age < - 2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under five years of age

3.1.2   Proportion of births attended by skilled health personnel

6.1.1   Proportion of population using safely managed drinking water services

11.1.1   Proportion of urban population living in slums, informal settlements, or inadequate housing

Policy Area 2: Livelihoods and economic self-reliance

1.2.1   Proportion of population living below the national poverty line, by sex and age

4.1.1   Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex

7.1.1   Proportion of population with access to electricity

8.3.1   Proportion of informal employment in non-agriculture employment, by sex

8.5.2   Unemployment rate, by sex, age and persons with disabilities

Policy Area 3: Civil, political and legal rights

1.4.2   Proportion of total adult population with secure tenure rights to land, (a) with legally recognised documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure

16.1.4   Proportion of population that feel safe walking alone around the area they live

16.9.1   Proportion of children under five years of age whose births have been registered with a civil authority, by age

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137.   In both lists, target 16.9/indicator 16.9.1 "Proportion of children under five years of age whose births have been registered with a civil authority, by age" is included as a priority indicator. Given the close relationship between birth registration, legal identity and preventing/avoiding statelessness (see Chapter 2, paragraphs 28-34) this is important to highlight and remains a central focus of the UN Legal Identity Agenda mentioned earlier (see Chapter 1, paragraph 7).

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[95] UN High Commissioner for Refugees (UNHCR), Data Disaggregation of SDG Indicators by Forced Displacement, 21 December 2020 (available at: https://www.unhcr.org/5fd237b84.pdf).

4. Important Considerations for Analysis of Statelessness Data

138. Beyond the specific indicators to be used to better understand the characteristics of stateless populations, analysis of these population groups should be conscious of the following considerations:

139. Governments have agreed to a set of international human rights norms and principles, including non-discrimination and equality standards, as well as specific lists of grounds of discrimination prohibited by human rights instruments. This provides helpful guidance on the variables that should be used in data analysis. Non-discrimination and equality are fundamental components of international human rights law and essential to the exercise and enjoyment of civil, cultural, economic, political and social rights. This perspective is integral to a human rights perspective national data analysis approach.

140. Stateless persons and related populations are particularly vulnerable due to their precarious nationality status. Therefore, it is imperative that national authorities uphold the principle of do no harm by only collecting data that serve a specific and pre-determined purpose. Additionally, prior to data collection, the use of data should be clearly described, and a data analysis approach should be developed in collaboration with statelessness experts.

141. Statelessness experts (e.g., legal personnel, civil society and advocacy groups) should be consulted when developing a national data analysis strategy. Consultations with these groups will help to illuminate priority indicators for data analysis (especially as these pertain to the identification of relevant link(s) to another country/ies) and ensure that national authorities develop strategies that respect the human rights of stateless persons and those without a recognised nationality status.

142. Comparing statelessness data to that of other vulnerable populations is necessary to ensure stateless populations are included in national development planning. If different population groups are covered in relevant data sources, this can be achieved through analysis using census and survey data sources (see Chapter 5, paragraphs 154-161 on census and 194-197 on surveys). Comparative analysis should aim to understand how vulnerable populations differ, identify how vulnerability is experienced across different demographics and situate vulnerabilities associated with statelessness in a wider national context. Administrative data sources can be used to compare health related, education and other demographic characteristics (see Chapter 5, paragraphs 235-244).

143. Longitudinal analysis is a powerful tool that can help to monitor changes over time and thus improve the understanding of interacting factors that influence stateless populations. Opportunities to use longitudinal analysis to evaluate the characteristics of stateless populations and those without a recognised nationality status should be explored. This approach will enable policy makers to closely monitor the challenges associated with statelessness and develop appropriate policies to address these issues and/or monitor their implementation.

D. SUMMARY OF RECOMMENDATIONS

144.   To classify people in the statelessness statistical framework, a series of basic classificatory variables are provided. Individuals must satisfy the necessary and sufficient condition of having a citizenship/nationality status of 'recognised statelessness status' to be included in category B. To be included in category C 'unknown nationality status' or 'lack proof of nationality status' present the necessary but insufficient condition; the sufficient condition is impossible to objectively measure, therefore countries are recommended to select from the list of basic classificatory variables presented here to gather the necessary information to correctly classify populations in this category. Given the varying causes of statelessness in different national contexts and the required familiarity with existing nationality laws in order to identify the most relevant classificatory variables, relevant statelessness experts must be consulted for this to be done effectively.

145.   Basic stock and, where possible, flow statistics should be produced for each population category in the statelessness statistical framework. Estimates should be disaggregated by sex, age or age group and other variables deemed policy relevant in the national context. Basic stock and, where possible, flow statistics should be produced annually or more frequently as needed. A list of recommended stock and flow statistics are provided.

146.   Measuring the characteristics of stateless populations is important to develop effective national policies that aim to reduce/eradicate statelessness and improve the lives of affected communities. The list of recommended characteristics is aligned to the appropriate normative frameworks, however the final selection of indicators should be informed by national priorities, information needs and the nature of statelessness in the national context. Additionally, the existing statistical capacity and available data sources will need to be taken into consideration.

147.   Stateless persons and those without a recognised nationality status are included in the SDGs, as the commitment to leave no one behind also applies to those who are not recognised as a citizen of any State. Countries are encouraged to ensure the visibility of these vulnerable populations through official statistics and reporting on applicable SDG indicators; for this purpose, a priority list of SDG indicators for displaced and stateless persons have been outlined to support efforts in this regard.

CHAPTER 5: DATA SOURCES AND DATA INTEGRATION

148.   The statelessness statistical framework and recommended statistics on stocks and flows provide the central pillar of these recommendations as they determine the population categories that need to be measured to produce statelessness statistics (see Chapter 3, paragraphs 60-73). Complementing this, a series of recommended variables and statistics that are required to classify people within the framework or are recommended for the measurement of characteristics of stateless persons, were also outlined (see Chapter 4, paragraphs 110-111 on classificatory variables and 130 on recommended characteristic variables). Building on these, the IROSS now turns to the question of how the needed data can be collected and produced through the consideration of key data sources and data integration techniques.

149.   This Chapter will first consider traditional data sources including national population and housing censuses (Section A), sample surveys (Section B) and administrative data sources (Section C). Further it will consider (Section D) the use of data sources produced by non-government actors for the purpose of producing official statistics on statelessness. Each section provides a definition of the data source, and outlines recommendations for how they can be used and/or modified to improve the quality of statelessness data. Beyond data sources and given the specificities of the statelessness statistical framework and the sensitivities surrounding statelessness in many contexts, the chapter then considers the topic of data integration which will likely be important in many settings. Section E will briefly introduce data integration and outline associated recommendations in the context of producing statelessness statistics.

A. POPULATION AND HOUSING CENSUSES

1. Introduction

150.   First the national population and housing census, a central pillar of any integrated national statistical system, is considered. The census presents a key opportunity in most national contexts to improve the quality of statelessness statistics that are possible to produce, however a number of important adjustments and quality considerations are recommended to support countries in this effort.

2. Description of Data Source

151.   The Population and Housing Census, referred to here as the census, provides the number and characteristics of a country's population. It forms a central part of an integrated national statistical system, which may include other censuses (such as agriculture), surveys, population registers and other administrative data. A traditional census entails canvassing the entire country, reaching every single household and collecting information on all individuals. This may include resident and non-resident population if a de facto census is carried out. It is often described as the biggest statistical management operation undertaken by countries. An increasing number of countries are relying on population registers and administrative data as the main sources of data for official statistics on the demographic, social and economic characteristics of the population

and its housing.[96] For countries that employ registered-based censuses, considerations concerning the identification and coverage of stateless persons and those without a recognised nationality status will be important (see Section C of this chapter on the use of administrative data).

152.   The key advantage of the census is that it captures the entire population at a specified point in time. Therefore, it is well suited for gathering information on small sub-populations and small geographic areas, as may be required when estimating statelessness populations. This makes it possible for census data to be used as a sampling frame for further exploration using other data collection methods such as surveys. Since the census represents complete coverage, the estimates are also free from sampling errors, however non-sampling errors in censuses can be substantial and are discussed below.

153.   A disadvantage of using census data is that censuses are conducted infrequently (usually every 10 years), making data less useful in situations that require more frequent data. Also, the number of questions asked in a census is limited due to the costs involved in such a large-scale operation. Finally, complex issues are not suitable to address in censuses because of the costs and because census takers cannot be as extensively trained as survey interviewers due to the scale of the census.

3. Using a National Census for Measuring the Number and Characteristics of Stateless Persons

154.   Censuses, if modified as recommended below, are suitable for estimating populations in the combined category of 'stateless persons and those without a recognised nationality status' (category A). It is not likely in censuses to be able to fully distinguish those who are stateless (without a recognised statelessness status) from those nationality is unclear (see Chapter 3, paragraphs 60-73 on the statelessness statistical framework).

155.   The combined group of 'stateless persons and those without a recognised nationality status' can be identified through responses to the country of citizenship question. If the response to the citizenship question is 'stateless, no nationality, or without a recognised nationality status', then the person is considered to belong to category A 'stateless persons and those without a recognised nationality status' of the statelessness statistical framework.

156.   Whether further disaggregation into categories B 'persons with a recognised statelessness status' and C 'persons without a recognised nationality status', including stateless persons without a recognised statelessness status, can be made will depend on the national context - as discussed in Chapters 3 and 4.

157.   The statelessness statistical framework further divides category C into two groups based on real or perceived link(s) to another country/ies. While some questions included in the census may be useful in identifying these groups (e.g., country of birth, ethnicity, language spoken, etc.), census data are unlikely to be able to sufficiently and accurately identify these two groups due to the limited number of questions. If census data are used to disaggregate category C populations by

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[96] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Handbook on Registers-based Population and Housing Censuses, 2022 (available at: https://unstats.un.org/unsd/demographic-social/publication/handbook-registers-phc.pdf).

link(s) to another country/ies, it is important to clearly document how "link(s) to another country/ies" was defined in the analysis (see Chapter 4, paragraphs 110-111 on classificatory variables), and to take account of misreporting if this is likely to occur in a country (see below).

158.   Several of the population categories included in the statelessness statistical framework are further disaggregated by whether the individual is native born or foreign born. The recommended census question on country of birth can be used to identify individuals into these categories.[97]

159.   As described above, census data are well-suited to measure the stock of stateless populations. However, measuring flows from census data is very difficult because the census only captures populations that are currently in the country and not those who have migrated out. Also, the limited number of questions asked in a census makes it difficult to fully account for all the in and out flows. While some measures of in flow, such as year or period of arrival (for foreign-born populations) and date of birth of last child born alive are core topics in a census, and acquisition of citizenship is included as a census topic in the *Principles and Recommendations for Population and Housing Censuses (UN P&R),*[98] these topics only partially capture the inflow. To fully account for all the in and out flows, a full birth history, information on deprivation of citizenship and deaths over a defined period of time are also needed. Without all the variables needed to measure in and out flows, it would be very difficult to accurately obtain flow statistics from census data.

160.   Beyond identifying and counting stocks of people under the statelessness statistical framework, censuses also capture a range of socio-economic characteristics in their questionnaire. Table 5.1 maps the recommended variables for analysis of characteristics of stateless persons (Chapter 4, paragraph 130) against the recommended topics in censuses. Each of these topics are described in more detail in the UN P&R.[99]

161.   Because census data represent complete coverage, the derived estimates are suited for presenting such data on characteristics of stateless populations, although non-sampling errors could impact this in practice (see below) and disclosure avoidance policies should be followed. Moreover, censuses also allow for the disaggregation of data on stateless populations and those without a recognised nationality status by various geographical, demographic and socio-economic characteristics.

4. Existing International Recommendations on National Census

162.   The UN P&R describes the essential roles of the census, uses of the census data, census methodology and recommended topics.

163.   The UN P&R contains core topics to be included in a census. Many of the topics presented in the UN P&R are of direct relevance to the statelessness statistical framework, both in terms of

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[97] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3 (available at: https://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf).
[98] Ibid.
[99] Ibid.

identifying recognised stateless persons and those without a recognised nationality status, and of measuring their socio-economic characteristics.

Table 5.1 IROSS Recommended Variables for Analysis of Characteristics of Stateless Persons Included in the UN P&R as Recommended Topics

Variables for Analysis of Characteristics of Stateless Persons (from Chapter 4)	Recommended Topics in the UN P&R (with paragraph numbers from the UN P&R)
Demographic and Migration:	
Age or age group	Yes (4.151-4.162)
Sex	Yes (4.150)
Country of birth	Yes (4.110-4.115)
Ethnicity	Yes* (4.183–4.187)
Religion	Yes*(4.174–4.178)
Reasons for migration	Not a recommended topic
Years of residence in the current country of residence	Yes, derived from year of arrival (4.117-4.120)
Marital status	Yes (4.163-4.171)
Education:	
Literacy	Yes (4.258-4.264)
Education level	Yes (4.258-4.288)
Economic and property rights:	
Labour force status and status in employment	Yes (4.339-4.351)
Sector of activity/ industry	Yes (4.356-4.359)
Occupation	Yes (4.352-4.355)
Access to/possession of land	Not a recommended topic
Housing tenure	Yes (4.556– 4.559)
Living conditions:	
Poverty and material deprivation or wealth index	Yes, derived from multiple topics
Housing conditions	Yes (4.421-4.553)
WASH (water, sanitation and hygiene)	Yes, derived from multiple topics: Toilet—type of (4.496-4.499) Sewage disposal (4.500) Solid waste disposal (4.501-4.502) Drinking water (4.494-4.495) Bathing facilities (paras. 4.503- 4.505)
Access to electricity	Yes (4.511– 4.512)
Access to social welfare (social security)	Not a recommended topic
Legal identity, freedom of movement and access to justice:	
Birth registration	Not a recommended topic
Access to travel documents	Not a recommended topic
Access to courts	Not a recommended topic
Health:	
Access to health care	Not a recommended topic
Immunisation/Vaccination coverage	Not a recommended topic
Reproductive health	Not a recommended topic
Nutritional status	Not a recommended topic
Mortality (under-five)	Not a recommended topic

* Not a core topic.

5. Specific Recommendations on Modifying the Census Questionnaire to Collect Statelessness Data

a. Country of citizenship

164.   Country of citizenship is essential for the identification of stateless populations and those without a recognised nationality status. The topic is a core census topic recommended by the UN P&R (4.110). It defines country of citizenship as, "the country an individual is a citizen of and with which the individual enjoys a particular legal bond, acquired by birth, naturalisation, marriage or some other mechanism. A citizen is a legal national of the country of enumeration; a foreign citizen is a non-national of the country (that is, a citizen of another country or a stateless person). Because the country of citizenship is not identical to the country of birth, both items should be collected in a census".[100]

165.   For purposes of coding, it is recommended that countries use the numerical coding system presented in *Standard Country or Area Codes for Statistical Use.*[101] It is recommended that the following 2 options be added to the list of countries: 1) stateless or no citizenship/nationality status, and 2) unknown citizenship/nationality status. The question on citizenship should not be combined with other questions, such as on tribe.

166.   Enumeration and processing instructions should provide clear guidance on the treatment of stateless people, people in the process of naturalisation and any other groups with ambiguous citizenship. The treatment of these groups should be described in the census reports and be included in the metadata for accompanying tabulations. In cases where state succession may have caused statelessness, the recommendations state that the reliability of reported citizenship may be doubtful. These cases require clear guidelines from the national statistical authority and a note on the likelihood of error should accompany any relevant tabulations.

167.   The *Conference of European Statisticians Recommendations for the 2020 Census of Population and Housing*[102] recommend ensuring provisions to identify stateless persons. They also state that the option "no citizenship" be included in the response categories for the question on citizenship. They suggest that for those who are stateless or unknown citizenship, countries may wish to collect information on the country of birth of parents, country of previous usual residence abroad and total duration of residence in the country (all included as recommended variables in Chapter 4).

b. Country of birth

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[100] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3, para. 4.110 (available at: https://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf).

[101] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R), 2017, Revision 3, para. 4.112 (available at: https://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf).

[102] United Nations Economic Commission for Europe (UNECE), Conference of European Statistitians Recommendations for the 2020 Censuses of Population and Housing, 2020 (available at: https://www.unece.org/fileadmin/DAM/stats/publications/2015/ECECES41_EN.pdf).

168.   Country of birth is the country in which the person was born. It is one of the core topics in the UN P&R (4.105). This question is necessary to distinguish the native-born from the foreign-born population. Country of birth should not be used as a replacement for the country of citizenship question which is required to identify stateless populations. In addition to a list of countries using the *Standard Country or Area Codes for Statistical Use*, the option "Unknown" should be added to the codes for country of birth. For purposes of both internal consistency and international comparability, it is recommended that information on the country of birth be recorded according to national boundaries existing at the time of the census (UN P&R 4.106).

c. Other variables

169.   Other census questions relevant for identifying and characterising populations under the statelessness statistical framework, as listed in Table 5.1 above, should not require any specific modifications.

170.   Census operations are very costly in both time and resources as it is the biggest statistical management operation that is undertaken by countries. Adding a single question to a census has huge resource implications. Therefore, carefully consider whether to add additional questions to the census questionnaire and any new questions should be costed, and follow-up surveys selected from key census variables should be considered as an alternative.

6. Specific Recommendations on Ensuring Appropriate Coverage of Stateless Populations in Censuses

171.   The most important consideration for a census is its completeness of coverage. Coverage errors occur from omissions or duplications of persons, households, or housing units during census enumeration. Stateless persons and those without a recognised nationality status are particularly at risk of omission, resulting in coverage error. Some reasons why this population may be at risk of omission are that they may avoid contact with authorities due to fear of discrimination or mistreatment, or the population may be intentionally left out of census counts by national policy.[103]

172.   Care should be taken to ensure that recognised stateless persons and those without a recognised nationality status are counted in the census if they are usual residents of the country or if they are present in the country at the time of the census, regardless of their legal residence status (this includes persons who fall into the statelessness statistical framework and are also seeking international protection when they meet the threshold of usual resident (see Chapter 3, paragraphs 90-91)). Strategies for including this hard-to-count population should be part of the overall census planning and management.[104]

173.   Some strategies to ensure inclusion of stateless persons and those without a recognised nationality status include:

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[103] Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), Country Examples of Data Collection on Statelessness Statistics, background document on the Kenyan Population and Housing Census 2019, January 2022, p. 2 (available at: https://unstats.un.org/unsd/statcom/53rd-session/documents/BG-3f-Country-examples-of%20data-collection-on-statelessness-statistics-E.pdf).
[104] U.S. Census Bureau, Counting the Hard to Count in a Census, 2019 (available at: https://www.census.gov/programs-surveys/international-programs/events/training/select-topics-in-international-censuses/2020-brief.html).

- Identifying areas where stateless populations reside during the mapping exercise prior to enumeration

- Pretesting and piloting before main enumeration

- Selection of good enumerators and targeted enumerator training

- Outreach and partnerships/ sensitisation

- Proper listing prior to enumeration

- Design and accommodations

- Special programmes

- Resource mobilisation

Each one is elaborated on further in the paragraphs below.

174.   Identifying areas with stateless populations during the mapping exercise prior to the enumeration may also help in planning for outreach and sensitisation for the main enumeration. If stateless populations reside in informal settlements, careful census mapping can improve the coverage of stateless populations during enumeration.

175.   Pretesting the questions needed for identifying stateless populations and including stateless populations during the pilot census before the main enumeration are key to ensuring inclusion of stateless populations in the enumeration. Questions should be pretested to make sure that respondents understand the questions and the answer options as intended, does not offend the respondents, and that they do not lead to biased data or non-response. Pretesting also provides information about the added time required to ask the questions needed to identify and describe the stateless populations. Including stateless populations during the pilot census is also helpful in ensuring coverage of this population during the main enumeration.

176.   Enumerator training is important to make sure that enumerators do not accidentally omit stateless populations from their counts, and to reduce the number of refusals and misreporting. Enumerators should be trained to understand that stateless populations should be included in the census. Enumerator training should also include how to handle distrustful or fearful respondents, as well as about data confidentiality and privacy (see Chapter 6, paragraph 336). The importance of data confidentiality and privacy should be especially emphasised if enumerators are drawn from local populations. Enumerators should also be trained to select a respondent who is likely to be knowledgeable about all the members of household, including their stateless status.

177.   Outreach and partnerships are important for gaining trust among the stateless populations to increase their participation. One approach is to identify organisations and leaders trusted by stateless populations, then include them in the planning and preparation of the census to develop strategies to ensure that stateless populations are counted in the census. Including moderators who are trusted or part of the ethnic minority communities who are stateless during door-to-door

interviews has shown positive results. Sensitisation through public awareness campaigns is also a key component of efforts to increase participation of stateless populations in the census. A complete listing prior to enumeration may be used to help identify communities where stateless populations reside and target outreach and publicity efforts.

178.   Design and accommodations refer to minor adjustments to general census procedures and materials. One example is translating the census questionnaire and publicity materials into languages spoken by stateless populations.

179.   Special programmes are established when significant departure from the standard methodology is required ensure that the population is counted. For example, if the stateless population has been displaced, a serviced-based enumeration, where populations are enumerated at locations where they commonly receive important services (for example health clinics or food distribution centres), may be more effective. Consultations with organisations that work with the stateless population are key to designing effective special programmes (see Chapter 6, paragraphs 328-329).

180.   Resource mobilisation to facilitate the design and implementation of several of these strategies will likely be required and should be considered.

7. Quality Considerations and Data Protection

181.   A Joint UNECE/Eurostat Meeting on Population and Housing Censuses (2008) discussed the challenges of measuring stateless populations based on self-identification.[105] Because a census relies on self-reporting, the quality of data on stateless populations will depend on the accuracy of such self-reporting. Misreporting may result from misunderstanding the terms "statelessness", "no nationality" or "without a recognised nationality status". Furthermore, fear of identification by the authorities or a wish to integrate with local populations may lead respondents to deliberately misreport their citizenship.

182.   Moreover, in a traditional census, the questionnaire is administered at the household level, usually completed by the head of household or another adult. For large households or in households with non-family members, the respondent may not have accurate information about all household members. Similarly, in the case of populations in collective living quarters, such as military installations, hospitals, correctional and penal institutions, dormitories of schools and universities, religious institutions, etc., the administrator responding to the questionnaire may not be able to provide the information required of all individuals in the institution.

183.   Data protection and disclosure avoidance are particularly important when working with data on stateless populations. Not only are data protection and disclosure avoidance important concerns when releasing data on small populations or at low geographic levels, in many countries, stateless persons and those without a recognised nationality status live in precarious situations. Therefore, special care needs to be taken to protect the confidentiality of respondents' personal information. A breach in data privacy and confidentiality may endanger this already vulnerable

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[105] UN High Commissioner for Refugees (UNHCR), Measuring Statelessness through Population Census, Note by the Secretariat of the United Nations High Commissioner for Refugees (UNHCR), 13 May 2008 (see ECE/CES/AC.6/2008/SP/5).

population, their families, or their living situations. It could also seriously damage trust within the community and jeopardise future data collections.

184.   The *Fundamental Principles of Official Statistics* state that, "Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes".[106] If respondents believe that their personal information is not protected, they are less likely to cooperate or provide accurate responses, which will have implications for data quality. Therefore, efforts should be made to assure the respondents that their information will be kept confidential and used only for statistical purposes.

185.   Furthermore, while characteristics of stateless populations are helpful for better understanding the needs of this population and to set effective policies that aim to minimise the negative impact of statelessness on affected communities, special care needs to be taken to make sure that individuals are not identified in data releases, particularly when releasing data at low geographic levels.

186.   Ethnicity and religion may be closely linked to statelessness in some countries. While these topics are recommended in the UN P&R, ethnicity, religion and other ethnocultural characteristics may have a subjective dimension, with no common understanding of the concepts. Because different countries may adopt different concepts, it is critical for these measures to be clearly defined and explained in the documentation. Also, variables such as ethnicity and religion may be politically sensitive and may apply to very small, but identifiable, population subgroups. Therefore, free and open self-declaration of the respondents is very important. Further, members of certain minority groups may be vulnerable to discrimination on the grounds of membership in certain ethnic groups or religion. Therefore, it is essential to take special care to protect the confidentiality of respondents' personal information, both in census procedures and when presenting disaggregated data.

187.   An evaluation of the accuracy of the census data should be undertaken, to the extent possible. Various ways to evaluate the data include an assessment of coverage and content errors from a post-enumeration survey,[107] by comparing the census results with similar data from other sources, such as surveys and administrative data, and by applying demographic analysis.[108]

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[106] The UN Economic and Social Council (ECOSOC), Fundamental Principles of Official Statistics, 29 January 2014 (available at: https://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx).

[107] See United Nations DESA, Statistics Division, "Post Enumeration Surveys: Operational Guidelines: Technical Report", 2010 (available at: https://mdgs.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/population-and-housing-censuses/Manual_PES-E.pdf). and UNFPA, Technical Guidance: Post Enumeration Surveys in Population and Housing Censuses (available at: https://www.unfpa.org/resources/technical-guidance-post-enumeration-surveys-population-and-housing-censuses).

[108] UN P&R, Section 2.225

B. SAMPLE SURVEYS

1. Introduction

188.   In addition to censuses, sample surveys present a key opportunity for improving statelessness statistics. Given their flexibility and scope, there is significant potential to adapt these key data sources for better statistics on statelessness, particularly in relation to measuring characteristics of targeted population groups. Several important adjustments and quality considerations are recommended below to support countries in this effort.

2. Description of Data Source

189.   Sample surveys involve the collection of data from a sub-set of people or households from a given population of interest, selected in a way that allows inferring representative results of the whole population of interest. In this case the population of interest consists of stateless or stateless-related people, from which a sample is drawn that aims to be generalisable to the stateless population.

190.   In comparison to population censuses, sample surveys can be used to provide much more extensive information than is possible in a census because more questions can be asked. Moreover, a census's ability to identify those who could be considered stateless or potentially stateless depends on being able to identify respondents able and willing to answer the recommended questions accurately. As surveys cover a much smaller sample of the population, it is possible to probe with more sensitivity in order to identify persons under the statelessness statistical framework with more reliability. Survey interviewers can be specially trained to interact with this potentially vulnerable population, while intermediaries from voluntary support organisations may be mobilised to reassure and encourage the respondents to participate.

191.   National statistical authorities will have two main options for collecting survey-based data on stateless populations. Their use will depend on the population size and its distribution, and if a suitable sampling frame can be constructed. The options for household surveys are:

    i. Using national household surveys such as the Demographic and Health Survey (DHS), the Multi Indicator Cluster Survey (MICS), the Labour Force Survey (LFS), the Living Standards Measurement Study (LSMS), and other living conditions/ poverty surveys or migration surveys,[109] to include a limited number of questions related to statelessness. When stateless populations represent a small proportion of the total population, targeted oversampling of this sub-population will be necessary to ensure that the resulting sample of stateless people and those without a recognised nationality status is sufficiently large for reliable analysis.

    ii. Data can be collected through surveys specifically targeted at stateless populations.

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[109] National migration surveys would only be relevant in contexts where statelessness is closely associated with migration.

192.   The first approach, i.e., the inclusion of stateless populations and topics in existing national household survey series, is particularly well-suited to estimating differences in socio-economic and other characteristics between the stateless and national population (see Table 5.2). In contrast, the second approach, i.e., sample surveys specifically targeted at stateless populations, allow for the design of specialised questionnaires related to statelessness that would be too comprehensive for administering as part of a wider national household survey.

193.   Stateless people are often hard to identify, hard to sample, hard to locate or hard to persuade to participate,[110] and sometimes all of these at once. As with other data sources, this will affect the administration of sample surveys on this population (see paragraphs 207-208).

3. Using Sample Surveys for Measuring the Number and Characteristics of Stateless Persons

194.   As a point of departure, it is important to note that – unlike population censuses - sample surveys are not a suitable method for determining the size of very rare and previously unknown populations.[111] Estimates of the percentage (and, by inference, the number) of stateless persons detected as part of a wider survey of the overall population will usually be statistically indistinguishable from zero. Similarly, without any prior knowledge of the approximate whereabouts of this population, stand-alone / targeted surveys of stateless persons following probabilistic sampling methods will be impossible to administer. Hence, and as discussed in more detail below, conducting surveys of populations under the statelessness statistical framework, or including them in wide national surveys by way of oversampling, will require the existence of some form of sampling frame on the population of interest, often complemented with a listing exercise that enriches or updates the frame prior to conducting the actual survey. As such, sample surveys should not usually be considered a primary means of estimating stocks of stateless populations. That said, innovative sampling approaches have been applied to estimate the population size of hidden populations without prior frames, but these methods would not usually qualify for the production of official statistics.[112] [113]

195.   On the other hand, sample surveys can be an effective way to validate or update the stocks of populations within the statelessness statistical framework that have already been identified or proxied through other data sources. In particular, other data sources like censuses may identify populations that satisfy the necessary condition for being included in the framework (namely a lack of citizenship or inability to prove citizenship, as laid out in Chapter 3, paragraphs 60-73 and Chapter 4, paragraphs 110-111) but are unable to deliver further data required for a full identification/classification comprehensively or reliably. In such cases, sample surveys can follow up or complement other sources and help to conclusively establish up-to-date population stocks.

196.   Sample surveys can be an insightful means to understand retroactively how a population of interest came to enter or exit a given stock. For instance, surveys of currently stateless persons

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[110] Terminology from Adhikari (2017)

[111] A rare population is sometimes defined as one with a low number of individuals. However, even large population can appear to be rare either because of the elusive behaviour of its members or because the population is sparsely distributed over large ranges.

[112] Mark S Handcock, Krista J Gile and Corinne M Mar, Estimating Hidden Population Size using Respondent-Driven Sampling Data, 2014 (available at: https://pubmed.ncbi.nlm.nih.gov/26180577/).

[113] Brian J Kim and Mark S Handcock, Population Size Estimation Using Multiple Respondent-Driven Sampling Surveys, 2021 (available at: https://academic.oup.com/jssam/article/9/1/94/5710670).

are well-suited to establish how respondents entered the respective stock. Likewise, if surveys are able to target previously stateless persons, then their trajectory of leaving the stock can be comprehensively captured. That said, surveys may not constitute a cost-effective method for regular (e.g. annual) monitoring of flows, given that inflows and outflows constitute relatively rare events, and sample sizes required to pick up these events could be prohibitively costly.

197.   Finally, sample surveys, if properly executed, are an excellent data source to representatively describe demographic, socio-economic and other complex characteristics of interest like access to services or poverty levels that may be important to understand the impact of statelessness on populations. In this way, they are also important data sources to facilitate inclusion of stateless persons in reporting on priority indicators for the SDGs. Sample surveys are also well suited to study characteristics directly related to and causing statelessness itself such as migratory history, documentation, citizenship status and civil status (see Chapter 2, paragraphs 44-45 and Chapter 4, Table 4.2 and paragraph 113). Table 5.2 presents the major surveys that can be used to capture the characteristic variables presented in Chapter 4, paragraph 130.

Table 5.2 IROSS Recommended Variables for Analysis of Characteristics of Stateless Persons Included in the Major Population and Household Surveys.

Variables for Analysis of Characteristics of Stateless Persons (from Chapter 4)	DHS	MICS	LFS	Poverty*	Stand Alone	Remarks
Demographic and Migration:						
Age or age group	✓	✓	✓	✓	✓	
Sex	✓	✓	✓	✓	✓	
Country of birth	✓		✓	✓	✓	
Ethnicity	✓	✓		✓	✓	
Religion	✓	✓			✓	
Reasons for migration	✓		✓		✓	
Years of residence in the current country of residence	✓	✓	✓	✓	✓	
Marital status	✓	✓	✓	✓	✓	
Education:						
Literacy	✓	✓			✓	
Education level	✓	✓	✓	✓	✓	
Economic and property rights:						
Labour force status and status in employment			✓	✓	✓	Collected for individuals of working age, 15 and above
Sector of activity/ industry			✓	✓	✓	
Occupation			✓	✓	✓	
Access to/possession of land				✓	✓	
Housing tenure				✓	✓	
Living conditions:						
Poverty and material deprivation or wealth index				✓	✓	All variables in this section are collected for households
Housing conditions	✓	✓			✓	
WASH (water, sanitation and hygiene)	✓	✓			✓	
Access to electricity	✓	✓			✓	
Access to social welfare (social security)	✓			✓	✓	
Legal identity, freedom of movement and access to justice:						
Birth registration	✓	✓			✓	Collected usually for children under 5 years of age
Access to travel documents**					✓	
Access to courts**					✓	
Health:						
Access to health care	✓	✓			✓	Individual components collected for either children under 5, children under 3 or women aged 15 to 49 years
Immunisation/Vaccination coverage	✓	✓			✓	Collected for children under 3 years of age
Reproductive health	✓	✓			✓	Collected for women aged 15 to 49 years
Nutritional status	✓	✓			✓	Measured for children under 5, and in some cases individuals 15-49
Mortality (under-five)	✓	✓			✓	Collected on children under 5

Includes surveys such as LSMS, Household Income and Expenditure Survey (HIES), Integrated Household Living Conditions Survey (EICV), Household Budget Survey (HBS), Statistics on Income and Living Conditions Survey (SILC) or other relevant national poverty survey.
*** Modules for variables on access to courts and travel documents developed in SDG 16 Survey initiative.*

4. Existing International Recommendations on this Data Source

198.   Ample methodological literature exists on sample surveys, most of which will be directly relevant to sample surveys of stateless populations. A comprehensive review of existing general standards and best practice is beyond the scope of the IROSS, but relevant entry points include the UNSD's *Household Sample Surveys in Developing and Transition Countries,*[114] the various outputs of the *Inter-secretariat Working Group on Household Surveys*[115] and the various methodological guidelines released by the large global survey programmes MICS, LSMS, DHS and LFS.[116]

199.   Some stateless populations have simultaneously characteristics that have contributed to their statelessness or are a consequence of it, such as being displaced within countries or across borders or being members of nomadic communities. Sample survey approaches for such populations have been explored in the past and relevant guidance includes the IRRS[117], the IRIS[118] and the associated *Compilers' Manual*[119] , which should be consulted when sampling for stateless people who are also refugees or internally displaced persons. Beyond data collection considerations, the IRRS and IRIS also offer advice on data sharing, confidentiality and disclosure controls for vulnerable individuals. This should be observed for stateless people who are likely to be similarly vulnerable.

5. Specific Recommendations on Modifying the Instrument/Questionnaire

200.   Questionnaire development for statelessness surveys is best managed as a collaborative effort with relevant stakeholders involved. It is important to design the questions taking into consideration the national context, including the citizenship laws of the country and requirements for registration for the populations impacted by statelessness. Coordination among government and other knowledgeable stakeholders is usually needed. Focus group discussion and pretesting may be important for developing the questionnaire.

201.   The statelessness statistical framework (see Chapter 3, paragraphs 60-73) identifies two sub-groups of people referred to as the core population groups - those who are either officially recognised as stateless or those without a recognised nationality status.

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[114] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Household Sample Surveys in Developing and Transition Countries, 2005 (available at: https://unstats.un.org/unsd/hhsurveys/pdf/Household_surveys.pdf).
[115] Inter-secretariat Working Group on Household Surveys (available at: https://unstats.un.org/iswghs).
[116] See the Multiple Indicator Cluster Surveys (https://mics.unicef.org), Living Standards Measurement Study (https://www.worldbank.org/en/programs/lsms), Demographic and Health Surveys (https://dhsprogram.com/), and Labour Force Surveys.
[117] IRRS paras. 156 to 195.
[118] IRIS paras. 220 to 244.
[119] The Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), Compilers' Manual on Displacement Statistics, February 2020 (available at: https://egrisstats.org/wp-content/uploads/BG-item-3n-compilers-manual-E.pdf).

202.   Building and expanding on the questionnaire adjustments recommended for censuses in the preceding section, surveys should likewise capture country of citizenship and country of birth, with the answer choices recommended above for censuses. Beyond these two classificatory variables that may require slight adjustments from regular survey work, all the other classificatory variables listed in Chapter 4 (see paragraphs 110-111) can usually be captured in surveys, without any modifications to the usual measurement practice applied for the general population.

203.   Beyond the classificatory variables, sample surveys are also well suited to administer questions that allow measuring the characteristics of stateless populations, as listed in Chapter 4. Survey designers should ensure, as appropriate, the inclusion of questions related to these indicators in their questionnaires. Internationally established questionnaire practices to capture these indicators should be followed - including those mapped out in Table 5.2 above; in most contexts, no specific adjustments should be required when capturing these standard indicators for stateless populations.

6. Specific Recommendations on Ensuring Appropriate Coverage of Stateless

204.   Ensuring appropriate representation of stateless populations in sample surveys has multiple aspects. Devising a suitable sampling approach is perhaps the most important and challenging of these, but community sensitisation and enumerator training will also be essential.

205.   The development of any sampling strategy for stateless populations – whether it is aimed at a stand-alone survey of stateless populations or at including and oversampling stateless persons in a broader national survey - should begin with a thorough desk review, which is crucial to obtain the best available picture of the stateless population of interest for the study. This should include an analysis of the legal framework of the country and of the historic background of statelessness to identify the reasons for and pathways into statelessness for the group or groups of interest. The primary goal of such an exercise is to better understand and define the target population. If very little information is available beforehand, a qualitative scoping study might be needed. It is recommended to include relevant statelessness experts in this process.

206.   Even after conducting such a desk review, robustly sampling of stateless people will be a challenging undertaking. There are usually relatively few stateless people or persons without a recognised nationality status compared to the total population of a country, as a result of which regular national household surveys will yield insufficient samples of stateless people to derive reliable estimates. Hence, targeted (over)sampling of statelessness will almost certainly be required, both when covering stateless as part of a wider national household survey and when conducting dedicated surveys of stateless persons. Such targeted (over)sampling of stateless populations requires some pre-existing knowledge of the size and geographic distribution of the stateless population.

207.   In the simplest case, an existing register of stateless person could serve as a sampling frame, from which a probabilistic (list-based) sample can be drawn. Several organisations may maintain stateless registers and administrative records for their operational activities which can be used to inform sampling frame development. These administrative records may be held by UNHCR, other humanitarian agencies, NGOs, community organisations and church or religious societies (see paragraphs 270-286 on data sources developed by non-government actors). They may also include

registers held by government departments and vital registration data sources (see paragraphs 230-234 on administrative data). These registers and records are not usually kept for statistical purpose; therefore, they can lack consistency, and data are often of lesser quality than official survey and census data. Their coverage and other quality considerations such as the regular maintenance and currency of the register should be assessed before use.

208. Probabilistic sampling requires some knowledge of the geographic distribution of stateless persons. The data from the census may help to identify geographical areas where people live who are likely to be stateless. Other data sources may provide information on the geographic location of these groups, possibly including administrative registers or qualitative (key informant) data collection. Such information can potentially be used to design a probabilistic (area-based) sample frame, for a household listing exercise and subsequent household survey.

209. Finally, where the probabilistic sampling methods described above are not feasible, non-probabilistic sampling approaches, such as Respondent Driven Sampling, may serve as a fallback option to produce data on the socio-economic characteristics of stateless populations. In these situations, the sampling approach taken should be fully documented. However, such sampling approaches are unlikely to meet the quality standards required for official statistics, and hence are not discussed further here.

210. Beyond sampling considerations, community sensitisation before and during data collection is also crucial to ensure representative coverage of the population of interest in each survey. In many contexts, stateless people and those without a recognised nationality may be hesitant to participate in a given survey and share information about their status in the country. Statistical agencies should work with civil society, community leaders and other NGOs to build trust among affected communities. In addition to building trust and increasing response rates, close community involvement can also be instrumental in obtaining second-stage list sampling frames if needed for the sampling scheme.

211. In addition, effective enumerator training is important to ensure good coverage of the stateless persons in a survey. Key considerations for enumerator training in surveys are similar to those outlined for census (see paragraph 176 above).

7. Quality Considerations and Data Protection

212. Sensitivities surrounding the confidentiality of data require particular attention, and their data will need to be carefully protected by the statistical authorities and not shared with, for instance, immigration authorities. Protocols for data security including storage and confidentiality of use are critical and should be in place before data collecting begins, along with privacy protection and sensitivity protocols for release of data.[120]

213. Moreover, when conducting surveys, obtaining informed consent from respondents is good practice.[121] This is true for survey respondents in any context, but particularly important when

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[120] IRRS paras. 582 and 584
[121] European Data Protection Board, Guidelines 05/2020 on consent under Regulation 2016/679, 4 May 2020, Version 1.1 (available at: https://edpb.europa.eu/our-work-tools/our-documents/guidelines/guidelines-052020-consent-under-regulation-2016679_en).

surveying marginalised and vulnerable populations. It ensures that the respondents are reassured about the purpose of the study the use to which the data will be put and that their safety would not be jeopardised in answering the questions. Respondents are required to give free, prior and informed consent to participate in the survey and for the information they provide to be put to subsequent use. Free consent refers to an individual being given a genuine choice to participate in the survey and is able to refuse or withdraw consent without adverse consequences. Consent is informed if the person concerned received explanations which allow for full appreciation and understanding of the circumstances, risks and benefits of the processing of data that will come out of the research. The information needs to be provided in simple jargon-free language yet be complete.

C. ADMINISTRATIVE DATA

1. Introduction

214.   At the national level, much data are collected for various administrative purposes and can in many cases be reused for statistics production. Alongside censuses and surveys, it is important to identify the potential use of administrative data sources for the production of statelessness statistics in order to capitalise on this wealth of existing data. For this purpose, several considerations are discussed and recommendations provided to support countries in this effort.

2. Description of Data Source

215.   There are a range of administrative data systems that exist in different national contexts which may contain information on populations included in the statelessness statistical framework. Two key examples are civil registration and population registries, but several other functional databases and registers may also contain relevant information. Administrative data are not collected primarily for statistical purposes, but under the right conditions, they can also be used to produce statistics.

216.   For producing statistics on statelessness, administrative data have several advantages over other data sources. If an administrative data source can be accessed for statistical purposes, has identifiable information about the stateless population and is of sufficient quality (e.g. coverage and completeness), then it can be used at low-cost for statistical purposes. If implemented properly, information is collected continuously and thus data can provide timely information at any point in time.

217.   On the other hand, administrative data sources often come with limitations. The key potential limitation in the context of statelessness is imperfect coverage, possibly under-representing or completely excluding stateless and other vulnerable populations entirely. Other limitations include incompleteness of the register, irregular updating and challenges with interoperability with other data sources. In addition, statisticians may have limited access to the relevant administrative data sources for practical or legal reasons, often linked to privacy, data protection and security measures. How easy it is to facilitate access will depend on the willingness from the administrative data holder to safely share data and the legal frameworks in place. In some

countries, a formal bilateral agreement or Memorandum of Understanding can be sufficient, in other contexts there may be a need for more time-consuming efforts to develop a legal foundation to access the data by changing the legal mandate of statistical offices.

218.	Once data are obtained, it is common among NSOs to create copies that are more adjustable for statistical purposes. These are often referred to as statistical databases or registers. An example is a statistical population register which takes information from administrative registers, but has more freedom to make adjustments that are needed for statistics production. Often these statistical registers also combine different administrative and other data sources together to create a more holistic picture of the area the statistics should be produced for.

219.	Despite the challenges in making use of administrative registers for statistics, given the vast potential these sources hold, their coverage of stateless populations, quality and accessibility should be explored. This is further underlined by the range of different administrative registries that could be relevant in different contexts. There are many kinds of administrative data sources, the most relevant to stateless populations are civil registers, population registers (also those managed by local authorities/departments) and other more specialised functional databases and registers such as on immigration, refugees and asylum seekers, education, health and social services. Specialised functional registers will often only cover a sub-set of the population, but may, nevertheless, be useful to get a better understanding of vulnerabilities, inclusion and access to services.

a. Civil registers and legal identity

220.	Civil registration is 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.[122] Civil registers record persons' vital events such as birth, marriage, divorce and death; they are guided by the country's civil status law and family code. When universal and complete, civil registration records may be helpful in estimating the size of the population in scope of these recommendations.

221.	In practice, however, civil registration in many countries is of varying quality. Completeness and coverage of death registration is usually lower than that of births,[123] and marriage and divorce registration is often even lower. Data from civil registration do, however, provide a useful potential resource regarding statistics on stateless populations in countries where they are not prevented from registering and where they can be identified in the records.

222.	There is a difference between civil registration and identity management, although birth and death certificates and other vital events confirmation are an input to an identity management system. Focusing only on identity management will damage the civil registration process in general, limiting its potential to offer correct vital statistics to inform the policies and to contribute

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[122] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Principles and Recommendations for a Vital Statistics System, 2014, Revision 3 (available at: https://unstats.un.org/unsd/demographic/standmeth/principles/m19rev3en.pdf).
[123] Increased attention to birth registration is linked to the *UN Legal Identity Agenda (UN LIA)* task force which is focused on coordination and supporting member states to achieve SDG target 16.9 on legal identity for all, including free birth registration.

to other crucial decisions in the country, including for stateless people.[124] Birth registration does not convey citizenship but creates a permanent legal record of the child's existence. However, a birth registration record containing information about an individual's parentage, birth location, parents' nationality, marriage and death is often helpful in establishing citizenship.

223.   The operational United Nations definition of legal identity is the basic characteristics of an individual's identity e.g., name, sex, place and date of birth, conferred through registration and the issuance of a certificate by the civil registration authority following the occurrence of birth. In the absence of birth registration, legal identity may be conferred by a legally recognised identification authority; this system should be linked to the civil registration system to ensure a holistic approach to legal identity from birth to death. Legal identity is retired by the issuance of a death certificate by the civil registration authority upon registration of death.[125]

224.   In addition to civil registers, identity management systems and their databases may also be a relevant data source for statelessness statistics as these systems also include those who have applied for and been granted or rejected a national ID. It may also be possible that reasons for rejection is stated which can serve as relevant information to assess statelessness using the relevant basic classificatory variables (see Chapter 4, paragraph 110-111).

225.   Refused applications for nationality documents both in civil and national ID registers, if maintained and accessible, would also be worth exploring. This data is currently available for internal processes in at least some countries, but not usually reported. However, even if the data is not currently available, countries could adjust their system to record the basis on which an identity document was refused (including the question of "real" or "perceived" links to another country/ies), and what other nationality it is believed that the person may hold.

b. Population registers

226.   Some countries have utilised civil registration and other data to form a Population Register. The organisation and operation of such a system must have a legal basis, which among others, includes that registration should be compulsory. According to the United Nations, the term "population register" refers to:

> "an individualised data system, that is, a mechanism of continuous recording, and/or of coordinated linkage, of selected information pertaining to each member of the resident population of a country in such a way to provide the possibility of determining up-to-date information concerning the size and characteristics of that population at selected time intervals*".[126]

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[124] United Nations Statistics Division (UNSD), Handbook on Civil Registration, Vital Statistics and Identity Management Systems: Communication for Development, 2019, Final Draft, para. 8 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS-IdM-E.pdf).

[125] United Nations Statistics Division (UNSD), Handbook on Civil Registration, Vital Statistics and Identity Management Systems: Communication for Development, 2019, Final Draft, para. 16 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS-IdM-E.pdf).

[126]The term "population register" was defined in 1969, in the Methodology and Evaluation of Population Registers and Similar Systems (available at: https://digitallibrary.un.org/record/504741). Also see the UNSD definition of population registers (available at: https://unstats.un.org/unsd/demographic-social/sconcerns/population_registers/#overview).

227. The basic characteristics that may be included in a population register are date and place of birth, place of residence, sex, date and place of death, date of arrival/departure, citizenship(s) and marital status, many of which are basic classificatory variables for the statelessness statistical framework (see Chapter 4, paragraph 110-111). Each person is assigned a unique identifier which enables information across different registers (i.e., birth, death, marriage etc.) to be linked and for central records to be updated. In a complete population register a person's place of residence (or address) should be included and, if it is updated with date of arrival/departure (moves), should be able to provide information on foreign and national migration. This is a key difference from a civil registration and vital statistics (CRVS) system where changes to place of residence are often only picked up on if a new vital event is registered (also requiring that the vital events in the civil registration system are linked).

228. There can be different registers for citizens and foreigners. The registers often include only those who are legally resident and may also omit those who lack formal nationality or residence permits. In practice this presents a major limitation for the inclusion of many stateless persons and those without a recognised nationality status within population registers despite clear guidance from international recommendations to include them (see paragraph 245-248 below).

229. Several countries are working towards or already implement register-based censuses using population and other registers.[127] This means that data from identified administrative registers are used to collect data which would traditionally have been collected through a questionnaire. Countries which have sufficient data and identifiers that allow linkage across data sources in place can with this approach conduct a census at any point in time.

c. Other government registers

230. Other registers and databases owned by the government can also record information on stateless populations for specific purposes. They are usually guided by specific laws, ordinances and decrees that target certain policies of a government, for example health provision, social security assistance, employment guarantee programs, etc. A list of potential administrative registers that could contain relevant information for statelessness statistics production include residence permit registers, work permit registers, records on naturalisation applications, immigration records,[128] border management registers, tax registers, social security registers, social welfare registers, shelter registers, health management information systems, education management information systems, registers of refugees and asylum-seekers, etc.

231. In countries where statelessness determination procedures are established (see Chapter 2, paragraph 50-52) data maybe collected in a statelessness-specific register, however it is more likely to be included in a migration register or civil register directly. Given this data is derived directly from statelessness determination processes they also present an important potential source of statistics on statelessness. However, like other administrative data, they will likely only cover part of the population of interest.

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[127] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Handbook on Registers-based Population and Housing Censuses, 2022 (available at: https://unstats.un.org/unsd/demographic-social/publication/handbook-registers-phc.pdf).
[128] Migration records would normally be included in a population register but are listed here as well because they are relevant as a data source of their own in countries where no population register exists.

232.   While these registers in most cases may only cover a sub-set of the stateless population, they may provide valuable information that helps to identify relevant population groups if they are not included in civil registration, legal identity or population registers and may also give an indication of the access to services of stateless persons and those without a recognised nationality status. Some of these registers may also provide information on rejected applications and reason for rejection, which may provide useful data in the context of statelessness. It will be different from country to country which registers hold the relevant information, so national assessments will be important to carry out, both to assess if stateless populations can be identified in the registers and if they are included or not.

233.   How stateless persons or those without a recognised nationality status are identified in administrative data sources will depend on the approaches taken in each country. While registers on vital events should include and allow identification of these populations groups (see paragraph 245-250 below), it is not always advisable to advocate for their inclusion which may require a change in legal framework governing these systems. While their inclusion would be useful for statistics production, there may be other implications, such as access to services, that may be affected, if changes are made.

234.   Another important potential use of administrative data for statelessness statistics, is when data from these functional registers can be linked with data where stateless persons are already recognised. This requires interoperability of data but, when feasible, could present a rich source of policy-relevant data on statelessness (see Chapter 5, paragraph 287-302).

3. Using Administrative Data for Measuring the Number and Characteristics of Stateless Persons

235.   As outlined above, there are a variety of potentially relevant administrative data sources available in countries and what is available varies substantially. This section is therefore structured by type of administrative data source, rather than stocks flows and characteristics.

236.   Population registers of good quality and include record details of all residents, including foreign-born residents and non-citizens, are an ideal source of data for measuring both categories B 'persons with a recognised statelessness status' and C 'persons without a recognised nationality status'. Nationality is usually stated and where there is no or unknown nationality, this will also be recorded in those cases. Other classificatory variables, such as the place of birth and the parents' nationality is almost always recorded in birth registration. The specification of native born vs foreign born should therefore also be possible to calculate.

237.   The stocks of these groups can in these cases be measured at any point in time since the register continuously is updated with new registered information. In addition, it will often be possible to disaggregate the data by age, sex and location.

238.   Well-functioning population registers can also be a useful source of data to estimate flows of stateless people, provided the contextually relevant classificatory variables are included (i.e. births, citizenship status, migration and death). With continuously updated information on these variables, flows in the stateless population can be captured, incoming through births and

immigration, outgoing through emigration, change of stateless/nationality status and deaths.[129] Since the data source remains the same and is, in theory, a continuous full count, flows would be measured by defining the required period of time and calculating the new inflows and outflows as defined in Chapter 3, accordingly (see paragraphs 98-100). The overall change from one period to the next can also be measured by specifying the difference from one stock figure to the next.

239.   Population registers may also provide information on basic demographic and migration characteristics of population groups included in the statelessness statistical framework (see Table 5.3 below).

240.   In the absence of a population register and depending on how advanced the civil registration system is, that is to what extent it is possible to link vital events through unique identifiers, as well as their quality and coverage, civil registration may also potentially be a good source to measure the stock of the stateless populations. This will, however, also depend on whether the stateless population is mobile or not as civil registration does not usually cover migration. In contexts where statelessness is related to migration, to get a full overview of the stock of stateless persons and those without a recognised nationality status, civil registration records may need to be linked with migration records. Similarly, unless combined with migration records, flow measurements derived from civil registers will be limited to births and deaths, as well as potentially change in citizenship/nationality status.

241.   Civil registration can further be used for measuring some basic characteristics of the population in question, although data content on this will usually be limited (see Table 5.3 below).

242.   Other government administrative data sources may be considered as complementary sources for measuring the stock of stateless populations if they are not fully included, nor identifiable in the above-mentioned registers. Often different data sources provide information on a subset of the stateless population in a country. For example, in work permit registers only the working age stateless population can be identified while those in school/study are excluded. Combined with other data sources, or in combination with modelling, stocks could potentially be estimated for the stateless population overall.

243.   Other administrative registers also have a value added in providing information about the basic characteristics of stateless populations. Education information management systems can provide data on access to education for example, and may also be able to provide information on language, literacy, education level etc. Similarly, health management information systems can be a source of data on characteristics related to health as can registers of other social protection measures, including pensions, disability benefits, income support and others.

244.   Table 5.3 outlines possible administrative data sources (i.e., if the stateless can be identified either directly in the database or by integration with other data sources), for each of the characteristics outlined in Chapter 4 of these recommendations (see paragraph 130). In practice,

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[129] In many contexts emigration data is not adequately captured which may limit the possibility of fully calculating outflow statistics

coverage will differ in each national context, therefore a context-specific mapping exercise to identify relevant information will be necessary.

Table 5.3 IROSS Recommended Variables for Analysis of Characteristics of Stateless Persons using Administrative Data Sources

Variables for Analysis of Characteristics of Stateless Persons (from Chapter 4)	Potential administrative data sources
Demographic and Migration:	
Age or age group	Civil registration/population register
Sex	Civil registration/population register
Country of birth	Civil registration/population register
Ethnicity	Civil registration/population register
Religion	Civil registration/population register
Reasons for migration	Population register/ immigration data/ residence permits etc.
Years of residence in the current country of residence	Civil registration/population register
Marital status	Civil registration/population register
Education:	
Literacy	Education Management Information System
Education level	Education Management Information System and/or education qualification register
Economic and property rights:	
Labour force status and status in employment	Labour market information system/employment service records
Sector of activity/ industry	Labour market information system/employment service records
Occupation	Labour market information system/employment service records
Access to/possession of land	Cadastre/title registries
Housing tenure	Housing register
Living conditions:	
Poverty and material deprivation or wealth index	Registries on social assistance
Housing conditions	Housing register
WASH (water, sanitation and hygiene)	Drinking water registry
Access to electricity	
Access to social welfare (social security)	Registries on social assistance and pensions
Legal identity, freedom of movement and access to justice:	
Birth registration	Civil registration/population register
Access to travel documents	
Access to courts	
Health:	
Access to health care	Health management information systems (HMIS)
Immunisation/Vaccination coverage	HMIS/vaccination registers
Reproductive health	HMIS
Nutritional status	
Mortality (under-five)	Civil registration/population register

4. Existing International Recommendations on Administrative Data Sources

245.   The *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management, 2019*[130] are intended to complement the *Principles and Recommendations for Vital Statistics System* and the *Handbook on Civil Registration and Vital Statistics Systems*.[131] The Guidelines update and replace the 1998 *Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal Framework*.[132]

246.   International recommendations clearly specify that stateless persons and those without a recognised nationality status should be included in civil registration systems, as for instance stated in the *Principles and Recommendations for a Vital Statistics System*: "Instructions should be given for the disposition to be made of (a) stateless persons, (b) persons with dual nationality, (c) persons in process of naturalisation and (d) any other groups of ambiguous citizenship".[133] Similarly, the *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management* advise that "civil registration requirements must apply to the entire population in the country without discrimination or distinction based on sub-national geography; racial, ethnic or religious group; sex; status as a member of a nomadic, displaced, native, indigenous or aboriginal population; status as a refugee, asylum-seeker or foreign national born in the country, or temporary worker; or any other characteristic".[134] This principle of universality includes populations who are stateless, or those without a recognised nationality status.

247.   As already mentioned above, the 2019 *Guidelines* stress the importance of the universal civil registration of births, deaths and other vital events, which are important for the inclusion of stateless and related populations. Civil registration and vital statistics should not be limited to citizens and those with proof of legal residence in a country but include all regardless of nationality and ethnicity.

248.   Moreover, the *Guidelines* stress the rights of all children to be registered in their country of birth, and to grant nationality to a person born in its territory who would otherwise be stateless. Abandoned infants or foundlings should be considered to have parents possessing nationality of that state unless there is proof to the contrary.

> *"*Everyone has the right to a nationality…. Certain vital events (such as marriage, dissolution of marriage, legitimation, recognition or adoption) can affect a person's civil

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[130] United Nations Statistics Division (UNSD), Guidelines on the Legislative Framework for Civil Registration, Vital Statistics, and Identity Management, 2019 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS_GOLF_Final_Draft-E.pdf).

[131] United Nations Statistics Division (UNSD), Handbook on Civil Registration, Vital Statistics and Identity Management Systems: Communication for Development, 2019 (available at: https://unstats.un.org/unsd/publication/SeriesF/Seriesf_121e.pdf).

[132] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal framework, 1998 (available at: https://unstats.un.org/unsd/publication/SeriesF/SeriesF_72E.pdf).

[133] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Principles and Recommendations for a Vital Statistics System, 2014, Revision 3, para. 175 (available at: https://unstats.un.org/unsd/demographic/standmeth/principles/m19rev3en.pdf).

[134] United Nations Statistics Division (UNSD), Guidelines on the Legislative Framework for Civil Registration, Vital Statistics, and Identity Management, 2019, para. 31 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS_GOLF_Final_Draft-E.pdf).

status and nationality. If the act of registering a vital event has the effect of terminating a person's nationality, then the registering state must ensure the affected person is still recognised as a national of another state. This is particularly important in the context of gender and marriage issues. Children are especially vulnerable to non-registration if their parents are not citizens or nationals of the country where the child is born. Whether their parents are citizens, permanent residents, refugees, asylum-seekers, tourists, migrant workers, undocumented residents, or otherwise stateless, all children have the right to be registered in the country where they are born – irrespective of nationality laws." [135]

249. Moreover, the *CRVS Systems Improvement Framework*[136] sets out recommendations on improving CRVS systems and includes some recommendations on improving registration for marginalised groups, including stateless people.

250. *The Bali Process Civil Registration Assessment Toolkit* make recommendations for strengthening the registration of stateless persons and persons without a recognised nationality status in CRVS systems,[137] and several actions are proposed for improving the business processes to improve coverage and data quality. This includes aspects such as development of standard operating procedures outlining the responsibility of all civil registry offices in registering the vital events of stateless persons and persons without a recognised nationality, as well as to address any common misconceptions surrounding the registration of vital events for these populations; making standard operating procedures readily available to all civil registry staff, especially to those in remote locations; providing training to all civil registry staff on procedures and others.

5. Specific Recommendations on Modifying Forms/Instruments

251. An essential condition for the usability of administrative data sources in producing statelessness statistics is the possibility of identifying stateless populations in the data source. Care should be taken to ensure that stateless people are enumerated where there is a higher chance of them being excluded from administrative registers. To identify population categories within the statelessness statistical framework in administrative registers and databases, the inclusion of a field on nationality with 'stateless or without a recognised nationality status' and 'unknown nationality/citizenship status'' in an expanded list of response options will be necessary (NB – this recommendation aligns to those for census instruments outlined in paragraph 165 above). This addition may require changes to the legal framework which governs the registers. For data sources beyond civil registration and national ID, it should also always be considered if singling out these populations does not negatively impact their access to services. If this is the case, the modification would not be advisable.

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[135] United Nations Statistics Division (UNSD), Guidelines on the Legislative Framework for Civil Registration, Vital Statistics, and Identity Management, 2019, para. 162 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS_GOLF_Final_Draft-E.pdf).
[136] See table 6 of the CRVS Improvement Framework, 2021 (available at: https://getinthepicture.org/resource/crvs-systems-improvement-framework).
[137] The Bali Process, Bali process Civil Registration Assessment Toolkit, 2018 (available at: https://getinthepicture.org/resource/bali-process-civil-registration-assessment-toolkit).

6. Specific Recommendations on Ensuring Appropriate Coverage of Stateless Persons

252.   In addition to identification, the extent of the register's coverage of stateless population groups is critical. Coverage should ideally be universal and all records be filled completely to produce reliable statistics on statelessness from administrative registers, however there are various obstacles, including legal, administrative and social ones, that can limit coverage of stateless persons; these obstacles, alongside steps to remove/minimise them, are outlined in the paragraphs below. In general, as stateless populations are in many contexts considered a hard-to-reach population group, governments should take additional measures to ensure that they are included, taking into account the obstacles outlined here. Inter-ministerial coordination mechanisms to enhance CRVS efforts, should be capitalised on to include a dedicated workstream on statelessness and persons without a recognised nationality status.

253.   Even if the administrative data source does not have universal coverage and completeness, they may be used for the production of statistics if the data are adequately representative for the population, including the stateless. Completeness assessment and cross-validation of administrative registers, particularly at the subnational level, can be used to identify differential completeness/inclusion of populations by socio-demographic and geographic characteristics.[138] The NSO will often be in a position to lead the assessment and validation work in collaboration with the administrative data holders, with a prerequisite that they are granted access to the data at microdata level.

a. Removing legal obstacles to the registration of stateless people

254.   In the past, vital events statistics often covered only the "usually resident population". The term "resident population" may reflect various concepts of population and could refer to the legal or registered (resident) population, perhaps only including non-citizens with a residence permit. This may have excluded some of the population in scope of these recommendations, who may not have been considered to be legally resident in a country. While this goes against current international recommendations and guidelines (see paragraphs 245-248), there are still examples of countries with older civil registration and legal identity laws, or no law at all, which only allow citizens or persons with proven nationality or legal identity to register. If someone is excluded from the civil register or population register for legal reasons, then the likelihood of them being excluded from other functional registers greatly increases.

255.   It is therefore recommended for those involved in the production of statelessness statistics to become familiar with existing national legal framework on civil registration and where this is outdated or not aligned to current international recommendations concerning the principle of universality to advocate for appropriate changes to be made (see paragraphs 245-248).

b. Removing administrative obstacles to the registration of stateless people

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[138] UNDESA Manual X: Indirect Techniques for Demographic Estimation, 1983 (available at: https://www.migrationdataportal.org/resource/manual-x-indirect-techniques-demographic-estimation) and UNFPA, Tools for Demographic Estimation, 2013 (available at: https://iussp.org/en/tools-demographic-estimation).

256.   The need for documentation as a requirement to register vital events, or to prove entitlement to nationality, may also prevent a person without proof of identity from registering. Procedures and the need for supporting documentation requirements may be prohibitive, especially to more vulnerable populations (e.g., if parents do not have legal ID documents, or a marriage certificate, or do not have proof of a child's father, then they may not be able to register the child's birth). To avoid situations like these, governments should ensure that all have access to documentation needed for registration.

257.   Stateless persons and persons without a recognised nationality status may be confined to camps, detention centres or certain, possibly remote, geographic areas, which prohibit them from travelling to civil registration offices. There may be other barriers to registration, such as complicated and lengthy registration processes, length of travel to registration offices, restrictions on when the registration should be done after a birth or death, language, fees, or registration offices that are insufficient in number or inaccessible.

258.   Different strategies may be pursued to address these administrative obstacles. Mobile registration units or establishing offices in camps can help to improve registration of stateless populations. Ensuring registration is free of charge, and waiving time-limitations for registering vital events for a specified period can also help minimise the negative impact of these obstacles. Overall, investing adequate resources to ensure good capacity and reach of registration offices, including facilitation of registration in different languages where appropriate, will be important.

259.   The roles and responsibilities of each government office responsible for recording the vital events of foreign citizens, refugees, asylum-seekers, stateless persons and persons without a recognised nationality status may be ambiguous or not stated. Decentralised systems may collect information in non-systematic ways, and this can result in inconsistent interpretations of the law. For example where local level civil registration staff may be unaware of their responsibility to register vital events of non-nationals and/or may be reluctant to do so because of discrimination or misconceptions about conferring nationality through birth registration.[139]

260.   Many vital events have gone unregistered for generations, and the need to identify and retrospectively register them is required to achieve better completeness. There may be lack of clarity about where a past vital event occurred, and which State is responsible for the registration for nomadic populations or populations that reside in porous border areas.

261.   These complex administrative obstacles can be difficult to overcome, however clear and accessible guidance and regular training of registration staff can help mitigate these challenges and improve associated data quality issues.

c. Reducing social obstacles to people registering their vital events

262.   Stateless persons and those without a recognised nationality status may not be willing to register their vital events, due to concerns about drawing attention to their situation. Registration exposes stateless people to possible action from immigration authorities and may result in them

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[139] UN Department of Economic and Social Affairs (DESA) – Statistics Division, NQAF Manual, 2019 (available at: https://unstats.un.org/unsd/methodology/dataquality/un-nqaf-manual/).

being vulnerable to discriminatory practices. There is often reluctance to notify authorities of vital events out of a real or a perceived fear of negative consequences. Other social barriers to registration include local customs, traditions and beliefs which may limit peoples' willingness to be registered, a lack of understanding of how to register vital events, and confusion about the difference between a birth notification or registration and a birth certificate and misconceptions that the two documents are interchangeable.

263.   Addressing or reducing these social obstacles is not straight forward. Targeted information campaigns in relevant geographic locations and communicated accessibly in relevant languages can be helpful to address some of the social barriers mentioned. There may be a need for the population to be incentivised to register. Positive reasons for registering should be identified and communicated in a context-sensitive manner, as stateless populations may experience disincentives to registering. Service provision should, however, not be strictly linked to registration.

7. Quality Considerations and Data Protection

264.   Administrative data are primarily collected for legal or other official administrative purposes, not for statistical use. Often many fields are left incomplete, data are not updated regularly, or coverage and completeness of the population is poor. Those collecting the data are government officials, not statisticians, and thus may not understand the importance of making sure all records are complete and of high quality. Thus, before a register can be used for statistical purposes they should be carefully reviewed for quality. This includes assessment of various data quality dimensions, as well as concepts, standards and definitions. Regular reviews and measures for improvements should be carried out on a continuous basis. NSOs in many countries are experienced in carrying out quality assessment and assurance procedures and can guide and support administrative data holders in these processes.

265.   The *UN National Quality Assessment Framework (NQAF)*[140] can provide useful, general insight on which quality aspects to consider, independently of the data source. Many regions and countries have also developed regional or national quality assessment frameworks which are more concrete. The Collaborative on Use of Administrative Data for Statistical Purposes[141] has been collecting relevant resources and is developing new practical tools and guidance materials that specifically address the use of administrative data. In this context, resources on quality in administrative data are already available and more are expected to be published in the course of 2023, also in collaboration with the Expert Group on NQAF. More specific quality guidance is also available in the various thematic recommendations and guidelines. The earlier mentioned recommendations and handbooks on CRVS are an example. Further, a practically oriented guide on *Production of a Vital Statistics Report*[142] gives hands-on input on how to process civil

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[140] Ibid.

[141] Collaborative on the Use of Administrative Data for Statistics (available at: https://unstats.un.org/capacity-development/admin-data/).

[142] See the Guidelines and Template for Developing a Vital Statistics Report, published by ECA, ESCAP, and Statistics Norway in 2020 (available at: https://getinthepicture.org/resource/guidelines-and-template-developing-vital-statistics-report).

registration data for statistics production. Other resources helpfully outline the challenges in using administrative data[143] and present a useful set of indicators for assessing quality dimensions.[144]

266.   The key questions to be considered in identifying suitable administrative databases include:

- Do the laws and regulations permit the recording of births, deaths and marriages, as well as national ID and migration information, that occur in the territory among the stateless populations and those without a recognised nationality status, and what documentary evidence is needed?

- Are stateless persons and those without a recognised nationality status identifiable in the source administrative database records, and if so which categories?

- What is the precise coverage and completeness of the database/data? Is the administrative register comprehensive, or is there a possibility that some individuals in scope of these recommendations are excluded or omitted from the register due to specific legal, administrative or social barriers? Among those covered, how complete are the data? Which time period do the data cover?

- If the data do not directly identify stateless populations, do key variables exist which are needed to estimate their number using proxy variables or can administrative data be linked to other sources such as other registers or population census records that can be used to directly (through unique identifiers) or indirectly identify stateless persons?

- How are individuals removed (or marked) from the database, and are the contents updated, in what circumstances and with what frequency?

- What regulations are in place to enable statistical access to the database or register?

- How are data protected from access for other actors, is there for instance a firewall in place which prevents the details of stateless and those without a recognised nationality status from being passed to immigration enforcement agencies?

267.   Once an assessment of the quality is carried out, stakeholders, particularly the administrative data holder and the NSO, should sit down together and consider how to address the challenges identified. While the data source may not be of sufficient quality for use at the time of assessment, improvements can be made with the aim of using the data source once the challenges have been addressed. NSOs in many countries play a coordination and quality assessment role for data and statistics. Where feasible, these offices should be involved in the quality assessment process.

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[143] See also Quality control of Dutch Administrative Registers: An inventory of Quality Aspects, 2011 (available at: https://www.oecd.org/sdd/38883259.pdf).
[144] Piet Daas and Sasjua Ossen (CBS), Report on Methods Preferred for the Quality Indicators of Administrative Data Sources, 2011 (available at: http://www.pietdaas.nl/beta/pubs/pubs/BLUE-ETS_WP4_Del2.pdf).

268.   Data should ideally be shared with the NSO at microdata level for statistics production where the administrative data holder does not publish statistics on the stateless population themselves and/or where data need to be gathered across different data sources. For this to be feasible, the parties should explore and potentially adjust legal frameworks, develop data sharing agreements that outline the conditions and responsibilities. Confidentiality of respondents should always be ensured beyond the staff that work with the data and the parties should ensure security of information technology (IT) solutions both on premises and during sharing. Continuous oversight that data are handled safely should also be put in place. Overall prioritisation by the government to strengthen inter-agency coordination and data governance mechanisms will help these processes and ensure populations are not put at risk.

D. DATA SOURCES DEVELOPED BY NON-GOVERNMENT ACTORS

1. Introduction

269.   Traditionally, data sources such as surveys, censuses and administrative data are developed by government authorities and used to produce official statistics within the framework of a country's national statistical system (NSS). However, the nature of statelessness means that stateless populations are often hard-to-reach, statistically speaking, and data sources developed by government actors may significantly underestimate their number. This presents challenges in regard to the identification and inclusion of stateless populations in national statistical processes. In many contexts, the most readily available data on stateless populations are produced by non-government bodies and thus can offer a strategy to overcome or minimise these issues when certain quality standards are met. In this section, the potential use of data sources developed by non-government actors to produce or supplement official statistics on statelessness is considered.

2. Defining Data Sources Developed by Non-Government Actors

270.   Data developed by non-government actors can include traditional data sources such as surveys and administrative data held by other stakeholders, but it can also include non-traditional data sources and methods, some of which are often referred to as big data.[145] In the context of the SDGs, there is a growing recognition of the value of data sources developed by non-government actors to produce statistics on hard-to-reach groups, including stateless populations. The use of new data sources has been encouraged by the UNSC, the body has also emphasised "the importance of ensuring the quality of data derived from new sources and new data providers, including those outside the official statistical system".[146]

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[145] The framing is this Section – to include traditional data sources as well as others – introduces some overlap with previous Sections of this chapter. This overlap is intentional given the importance of dedicating attention to non-governmental data sources due to their prevalence in the context of statelessness. The overlap is minimised by ensuring that recommendations concerning the use of survey and administrative data is prioritized in Sections B and C.

[146] United Nations Statistical Commission (UNSC), Report on the 49th Session, 6-8 March 2018 (available at: https://unstats.un.org/unsd/statcom/49th-session/documents/Report-on-the-49th-session-E.pdf). See E/2018/24, decision 49/107.

271.   Data sources developed by non-government actors may include the following:[147]

    a. Cross-country sample surveys by supranational organisations or international enterprises

    b. Data compiled and maintained by private professional organisations or business associations, or by non-profit institutions in general

    c. Data and records compiled and maintained and/or owned by enterprises that cover large parts of the population of statistical units, in particular e-commerce, media and telecommunications providers (i.e., including mobile phone data/call records and social media data), but also other enterprises that provide services directly to individuals or businesses, such as insurance companies, banks and airlines

    d. Earth observation and remote sensing

    e. Web scraping

    f. Thematic mapping and monitoring systems (e.g., field-monitoring stations for water quality, air pollution, etc.)

    g. Research/scientific and pilot studies

    h. Citizen-generated data.

272.   Data sources developed by non-government actors have the potential to leverage the variety of data produced by different stakeholders. These data sources may be relatively inexpensive in comparison to traditional data sources and could be used to overcome challenges associated with resource limitations. In addition, these data sources may allow for the production of timelier, more responsive and granular disaggregated data. Often data sources managed by non-government actors are developed in close collaboration with affected communities and therefore minimise the challenge of non-response rates due to increased levels of trust in data collectors.

273.   However, despite the potential benefits associated with the use of data sources developed by non-government actors, there are key challenges that must be acknowledged and addressed prior to their use. Many of the limitations associated with these data sources arise because the data producers and owners are entities outside the NSS. Consequently, issues regarding data quality restrict how these data sources can be used. More specifically, there are challenges associated with legal rights to the access of data and data sharing principles; limited adherence to international statistical concepts, definitions, classifications and standards which impacts the accuracy, reliability and comparability of data; potential lack of metadata regarding how the data were produced and the risk of non-representative samples increases the risk of bias; and how the utilisation of such data may breach the confidentiality and privacy of vulnerable populations if consent was not secured from them.

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[147] List derived from paragraph 7.6 of UN Department of Economic and Social Affairs (DESA) – Statistics Division, United Nations National Quality Assurance Frameworks Manual for Official Statistics Including recommendations, the framework and implementation guidance, 2019 (available at: https://unstats.un.org/unsd/methodology/dataquality/references/1902216-UNNQAFManual-WEB.pdf).

274.   Keeping in mind the benefits and challenges of using these data sources, it is important to note, that these sources should only be used for official statistics if they have been developed in close collaboration with the NSO and adhere to international standards. Guidance concerning efforts to strengthen collaborative work streams, improve coordination and increase statistical capacity are further discussed in Chapter 6.

275.   There is significant work at national, regional and international levels to explore the possibilities of using data sources developed by non-government actors and non-traditional methods for the production of official statistics or to supplement them. However, there are currently only limited examples of these data sources being used for analysis of stateless populations. Therefore, the remaining part of this section will highlight the potential of citizen-generated data, which has been used in a few contexts.

3. Citizen-Generated Data

276.   Citizen-generated data (CGD) is defined as:

"Data produced by non-state actors under the active consent of citizens to tackle social issues explicitly. This definition denotes three distinguishing features of CGD that help NSOs and other stakeholders to identify and understand the nature of CGD.

   a. **Who produces CGD?** Non-state actors, particularly individuals or civil society organisations (CSOs).

   b. **How is CGD produced?** CGD is actively given by citizens. This approach to data collection requires data providers to consciously give information, feel comfortable about it, and spend time entering the data.

   c. **Why is CGD produced?** The primary purpose of CGD production is to monitor demand or drive change on issues affecting citizens or their communities, and not the production of official statistics." [148]

277.   This definition is supported by other sources.[149] [150] [151] Despite using the term "citizen", it remains relevant for stateless persons and those without a recognised nationality status, as many data sources covering these populations fit well the description of this data source.

278.   Like many data sources developed by non-government actors, CGD are not collected for the purpose of producing official statistics, however given the prevalence of CGD on stateless populations and their benefits, as well as the limitations of traditional data sources, specific

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[148] Paris 21, Global Citizen Generated Data, 2017 (available at: https://paris21.org/cgd).
[149] Global Partnership for Sustainable Development Data, Choosing and Engaging with Citizenship Generated Data, 2018 (available at: https://www.data4sdgs.org/resources/choosing-and-engaging-citizen-generated-data-guide).
[150] Christopher Wilson and Zara Rahman, Citizen Generated Data and Governments, 2015 (available at: http://civicus.org/images/citizen-generated%20data%20and%20governments.pdf).
[151] UN Women, Methodological Guidelines on the Collection and Use of Citizen Generated Data for Reporting SDG5 and Gender Specific Indicators in Other SDGs, March 2020 (available at: https://data.unwomen.org/sites/default/files/documents/Publications/CGD-Methodological-guidelines_March-2020.pdf).

attention should be given to this data source considering its potential to contribute to the production of official statistics on statelessness. Moreover, there is emerging practice of NSSs making use of CGD setting a clear precedent for NSSs to follow.[152][153]

279.   The benefits of CGD in the context of official statistics on statelessness include: the potential to fill data gaps, track stateless-related issues at the granular level, strengthen engagements with data users, and enhance the public perception of government data. Given the active inclusion of target populations in CGD, they can also help to raise awareness on key issues that impinge communities' rights and empowers citizens to engage in data collection activities thus helping to produce citizen informed policies. Given its granular nature, CGD can often be disaggregated by key characteristics in order to compare population groups for more nuanced analysis. Additionally, CGD can be used to produce qualitative or quantitative data on stateless populations regardless of the methodology used to compile the data.

280.   Despite the benefits associated with CGD, there are limitations that must also be considered. In most cases, it is not possible to draw general conclusions from CGD as samples are unlikely to be representative of the population in question. In addition, quantitative data collected may not have followed standard statistical methodologies. However, CGD may, with careful consideration, be used to supplement official statistics.

4. Using CGD Sources for Official Statistics

281.   The use of CGD in tandem with traditional data sources will depend on 1) the traditional data source in question; 2) the statistical purpose; and 3) the capacity to utilise the data.

282.   There are several different use cases of CGD; nevertheless, below three use cases of how CGD can be used to supplement traditional data sources are outlined:

 a.   *Census planning*: Censuses capture the whole population at a specific period; therefore, stateless populations should be included in national census data (see Chapter 5, paragraph 154). However, as stateless populations are in many cases hard-to-reach, it is often difficult to include them in census exercises. In this regard, data sources developed by non-government actors, particularly CGD, may be used to canvas the geographic spread of the stateless population prior to the initiation of the census and can be used to determine the best strategy to reach stateless populations in the census.

 b.   *Survey Development & Execution*: Accurate and representative sampling frames are essential prerequisites to conduct a survey (see Chapter 5, paragraph 190-192). Without knowledge of the distribution or density of the population in question, it will not be possible to develop representative sampling frames. CGD can be used to collect up-to-date information about the stateless population and thus enrich the

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[152] Uganda Bureau of Statistics, Citizen Generated Data Toolkit, 2021 (available at: https://africa.unwomen.org/en/digital-library/publications/2021/12/citizen-generated-data-toolkit).
[153] Jonathan Gray, Danny Lämmerhirt and Liliana Bounegru, Changing What Counts: How Can Citizen-Generated and Civil Society Data Be Used as an Advocacy Tool to Change Official Data Collection?, March 2016 (available at: http://dx.doi.org/10.2139/ssrn.2742871).

survey sampling frame. Similarly, geographic data can be used to identify the location of stateless populations as a precursor to conducting surveys. In addition, CGD can inform the development of survey instruments to ensure they address the key policy-relevant characteristics impacting the stateless populations and those without a recognised nationality status.[154]

    c. *Supplementing Administrative Data*: In theory, government administrative data should include stateless populations; however, this is not always the case in practice (see Chapter 5, paragraph 216). In some cases, CGD can be used to supplement data from national registries and thus illuminate how stateless populations engage with public services.

283.   However, given the limitations described above, there are important quality guidelines that should be considered prior to their use in official statistics. The following sections will explore how the quality of data sources produced by non-government actors, specifically CGD, should be assessed to determine its usefulness, outline how CGD can supplement traditional data sources, and identify methods to enhance the usefulness of data sources produced by non-government actors for official statistics.

5. Quality Considerations

284.   Data must meet the standards outlined by the *Fundamental Principles of Official Statistics* to be used in official statistics. However, the very nature of data developed by non-government actors means that they are unable to satisfy the criteria stipulated in the *Fundamental Principles*, particularly Principle 1 which states that official statistics "are to be compiled and made available on an impartial basis by official statistical agencies".

285.   Nevertheless, the benefits associated with data sources developed by non-government actors, particularly CGD, means that despite their "unofficial" status, government authorities may still find them useful when developing statistics on stateless populations. Therefore, NSOs, in collaboration with relevant non-government data producers and informed by the *Fundamental Principles of Official Statistics*, should establish a set of statistical, context-specific standards that determine the use of these data sources for official statistics. Data sources developed by non-government actors deemed to meet quality standards may then be considered as an additional or supplementary data source for official statistics. Important considerations that should be evaluated include: periodicity of data collection, disaggregation of the data, data collection methodology used, population coverage, data storage and protection considerations, and ownership and access to data. In cases where the minimum quality criteria for official statistics have not been met, CGD producers can be assisted to strengthen the quality of data produced (see Chapter 6, paragraph 366).

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[154] Expert Group on Refugee, IDP and Statelessness Statistics (EGRISS), Country Examples of Data Collection on Statelessness Statistics, background document on the Côte d'Ivoire Statelessness Survey and the Kenya Shona Survey, January 2022, pp. 4 and 5 (available at: https://unstats.un.org/unsd/statcom/53rd-session/documents/BG-3f-Country-examples-of%20data-collection-on-statelessness-statistics-E.pdf).

286.   The Partnership in Statistics for Development in the 21st Century (PARIS21) developed a quality assessment framework that can be used to validate CGD.[155] NSOs should assess CGD against relevant frameworks to evaluate the quality of data and determine whether it should be used. The outcomes of quality assessment evaluations should be incorporated into national frameworks to enhance the quality assessment of statistics produced using data sources developed by non-government actors. Additionally, before use in official statistics, potential biases in CGD should be corrected using an appropriate methodological and statistical data processing approach.

E. DATA INTEGRATION

1. Introduction

287.   Data on stateless persons and those without a recognised nationality are often scarce, available only on subsets of the population of interest or collected infrequently. Data integration by pulling together data from diverse sources such as censuses, sample surveys, administrative data, and new sources of data including geospatial information and big data may assist with providing more frequent, timely, complete and disaggregated data and statistics.

288.   The following paragraphs briefly introduce data integration requirements for the consideration of countries either to enhance their official statistics on statelessness or to invest in complementary/experimental statistics. Further information about data integration can be found in the *Asia-Pacific Guidelines to Data Integration for Official Statistics*[156] which is an adapted version of the *Guide to Data Integration for Official Statistics* developed by UNECE.[157]

2. Data Integration

289.   Data integration is the combination of technical and business processes used to combine data from disparate sources into meaningful and valuable information for data users, i.e., policy makers or development partners working on a specific issue. Data sources may include censuses, sample surveys, administrative data, or new data sources including geospatial information or big data.

290.   Data integration can enable the provision of more frequent, timely, complete and disaggregated data and statistics at a lower cost than traditional approaches. Although data integration approaches are promising, challenges need to be overcome to realise their full potential. Data integration requires a wide range of institutional and technical capacities, from appropriate coordination and collaboration mechanisms among stakeholders to the core technical skills needed to address data issues and record linkage (see Chapter 6, paragraph 370). Access to data and metadata, data quality, interoperability, privacy and confidentiality, and limited technical capacity are among the major challenges.

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[155] Paris 21, A Quality Framework for National Statistical Office-Civil Society Organisation Engagement, 2021 (available at: https://paris21.org/node/3377).

[156] Asia-Pacific Guidelines to Data Integration for Official Statistics (available at https://www.unescap.org/kp/2021/asia-pacific-guidelines-data-integration-official-statistics).

[157] Guide to Data Integration for Official Statistics (available at https://statswiki.unece.org/display/DI/Guide+to+Data+Integration+for+Official+Statistics).

291.   The challenges, issues and requirements of data integration can be classified into three categories: a) legal and institutional, b) managerial, and c) methodological and technical.

a. Legal and institutional

292.   One of the most important requirements is the existence of a legal basis (including legislation, codes of practice, protocols, and policies) that supports the use of and access to administrative data and other data sources - which are external to the National Statistical Office (NSO) - for statistical purposes. In most cases, the Statistical Act includes specific provisions for the NSO to use and access administrative data free of charge, while in most cases it remains silent about other sources of data.

293.   Microdata access and use are sometimes regulated by legislation that safeguards confidentiality and privacy. Given the sensitivity, for the purpose of statistics on statelessness, the collaboration between data providers and NSO should be open and transparent, with strict privacy and confidentiality safeguards in place. Furthermore, the benefits of data integration and efforts to protect individual data should be communicated to the public, and particularly to representatives of the affected community.

294.   Mechanisms for collaboration with data providers should be built to facilitate data flow. These may take the form of formal agreements that specify the duration of data sharing and data retention, types of data and metadata required, frequency of data supply, quality standards, technological standards such as security measures and the mode of transmission to be used. This is more critical when NSOs are working with NGOs providing data, which may be the case with regards to statelessness statistics. These mechanisms can ensure a smooth data flow while minimising any issues between the data provider and the NSO. Another aspect to consider is building effective partnerships with data producers, data users, and providers of information and communications technology (ICT) infrastructure. Establishing close connections across organisations, providing feedback on data, identifying shared benefits and opportunities, educating data users, including the representatives of the stateless communities, and defining governance in joint projects have all been identified as critical drivers.

b. Managerial

295.   The managerial category mainly refers to required resources. Budget constraints may prevent obtaining the necessary resources; they can represent a substantial investment. The human resources required are broad and include methodologists, IT experts, and statisticians who hold a range of skills such as leadership, negotiation, relationship-building, data protection, and communication. They should also be familiar with the numerous laws and rules that govern data access and use. The availability of appropriate IT infrastructure, including hardware and software, facilitates the flow and utilisation of data from different sources.

296.   The use of administrative data, the data held by non-government actors may introduce some risks that should be managed. One example is interrupted data sources that require contingency plans to be in place if the data source becomes unavailable. Another managerial challenge is the NSO's resistance to initiating a new way of producing data or in some cases

changing an ongoing production process by replacing it with an external data source when existing procedures are widely accepted, and expertise and experience have been acquired.

c. Methodological and technical

297.   The amount of literature available on different types of data integration varies. While there is extensive material and experience in the use of administrative data,[158] [159] [160] new data sources such as geospatial information and big data are still in their early stages, with some countries and agencies starting to experiment with them. A challenge often encountered by NSOs trying to utilise data integration techniques is that there are limited commonly recommended methods available, and the methodology largely depends on the data sources in use.

298.   One first technical requirement is to identify available data sources that are best suited for producing the statistics of interest on statelessness. This needs a deep understanding of the available data sources, which can be obtained through their metadata. However, metadata is not always available. Administrative data and data developed by non-governmental actors are not initially produced for statistical purposes, and NSOs have limited influence over data collection and processing (see paragraph 215 and 278). Thus, one major issue is a lack of interoperability resulting from inconsistency in the concept, classification, coverage, data format, reference periods, and unavailability of a unique identifier, among others. When using such data sources, it is necessary that potential sources of bias be identified in order to be avoided or resolved. In addition, proper approaches should be selected to handle data quality issues, such as missing data, inconsistency, and error; data quality can be particularly challenging in contexts where administrative data sources are not actively being updated. The availability of metadata together with ongoing informal dialogues with data providers can assist in detecting sources of bias and issues related to interoperability and data quality, as well as analysing their impact and deciding on solutions.

299.   Another technical difficulty is combining microdata from different data sources. Record linkage refers to the process of identifying and combining records that relate to the same entities across two or more data sources. Record linkage methods fall into two categories:

a) Deterministic matching (or exact matching) refers to the cases when data sources have a formal decision rule (usually in the form of unique identification numbers) that can be utilised for matching,

b) Probabilistic matching refers to cases when strict decision rules are not applicable, so complex probabilistic decision rules are established based on a set of common variables.

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[158] Using Administrative and Secondary Sources for Official Statistics: Using Administrative and Secondary Sources for Official Statistics: A Handbook of Principles and Practices (available at https://unece.org/fileadmin/DAM/stats/publications/Using_Administrative_Sources_Final_for_web.pdf).
[159] Register-based Statistics in the Nordic Countries –- Review of Best Practices with Focus on Population and Social Statistics (United Nations publication, Sales No E 07.II.E.11) (available at https://unece.org/fileadmin/DAM/stats/publications/Register_based_statistics_in_Nordic_countries.pdf).
[160] Anders Wallgren and Britt Wallgren, Register-Based Statistics: Statistical Methods for Administrative Data (John T. Wiley and Sons, Inc., 2014).

300.   In countries, where stateless people are registered, the identification number can be used for exact matching, when integrating different data sources.

301.   Regardless of the data source or methodology used, the quality of the data sources and the statistics produced should be investigated, measured, managed, and published. One critical consideration is effectively communicating the produced data and statistics to users, which entails a) speaking with stakeholders, including the representatives of the stateless community, and data users to capture and understand data needs, b) finding the most efficient way to meet those needs, c) explaining the methods and results, and d) seeking their feedback to improve the data and statistics produced continuously.

302.   Some potential examples of how data integration can assist the production of stateless statistics include:
   a) In cases where different groups of stateless persons are covered by different registers or administrative data sources, integration of these sources can result in a list with improved coverage of the stateless population. This list can be used for conducting targeted surveys to gather further information on stateless persons.

   b) Data from a targeted survey of stateless persons can be integrated with other available data sources, such as censuses, surveys or administrative data, to investigate the coverage of the stateless population and obtain additional information on their characteristics, e.g., information on their employment status by combining with the census, labour force survey and data from unemployment registers.

   c) In cases where the stateless population is dense in some specific areas, the integration with geospatial information can provide insights into their housing situation, for example, their access to electricity, road, services or their vulnerability to natural disasters.

   d) Under the right conditions, data can be integrated from different sources, including census, administrative data and surveys, to undertake experimental population projections and other analyses that can enhance and/or supplement official statistics on statelessness.[161]

F.   SUMMARY OF RECOMMENDATIONS

303.   The traditional data sources discussed in this chapter, namely censuses, surveys and administrative data, and data sources developed by non-government actors are relevant sources of data that can be used to produce, enhance or supplement official statistics on stateless populations and those without a recognised nationality status. There are advantages and limitations to each data source, which must be carefully considered. The chapter presented concrete recommendations on how data sources can be used and adapted to produce stock and flow statistics on populations

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[161] See Workstream 2: Modelling Methods on Statelessness Statistics (available at: https://www.jointdatacenter.org/developing-statistical-standards-on-statelessness/).

included in the statelessness statistical framework. In addition, how data concerning the characteristics presented in Chapter 4 can be captured using the different data sources covered.

304.   The recommendations encourage countries to first map available data produced by both traditional and non-traditional means against the statelessness statistical framework, as in some instances countries will already be able to produce statistics on the population categories defined in Chapter 3. However, in some contexts, it will be necessary to make adjustments to existing data sources and/or initiate new data collection activities to capture the necessary data accurately. In these instances, efforts should be made to identify relevant opportunities to enhance inclusion of stateless persons and those without a recognised nationality status in existing national surveys, censuses and administrative data workstreams, following the recommendations outlined in this chapter.

305.   Per data source, this chapter has provided concrete guidance on methods to adjust the different data sources to produce statistics on stateless populations. For example, in Section A, it is recommended that when using a census, national statistical authorities should include the following responses to questions concerning citizenship: 1) stateless or no recognised nationality/citizenship status, 2) unknown nationality/citizenship status. In Section B, the recommendations highlight the usefulness of surveys for collecting characteristics data on stateless populations. In Section C, the recommendations provide guidance to enhance the use of administrative registers including through implementation of the principle of universality in population registers and CRVS systems and various methods to enhance the identification and coverage of stateless persons and those without a recognised nationality status. In addition, Section D encourages national authorities to consider data sources developed by non-government actors as a potential source of data that can strengthen or supplement official statistics on stateless populations in a number of ways.

306.   The chapter concludes by discussing importance of data integration approaches to produce more frequent, timely, complete and disaggregated data, particularly within a growing data ecosystem where new producers of data continue to emerge. The recommendations outline key considerations on legal, managerial and technical matters related to data integration that are relevant in the context of statelessness statistics. Data sharing and protection principles remain key as does effective coordination between data producers and users through the process.

CHAPTER 6: STATISTICAL COORDINATION AND THE DATA ECOSYSTEM

307. The international statistical system largely derives its core data from national data ecosystems. At the centre of the national data ecosystem is the NSS which encompasses the entire network of official data collectors, data producers, data analysts and other data users that directly or indirectly collect, process, disseminate, analyse, and/or otherwise consume data and associated services within a specified country. The data ecosystem also includes the data holders and providers of national administrative records, citizen generated data, private third-party data (including that related to big data) and other data communities such as researchers and academia. These systems and their governance vary from country to country, depending on the national administrative and governance structures, the evolution of the country's statistical system and the resources available for official statistics.

308. This chapter will focus on principles and mechanisms to improve coordination of statistics on statelessness at the national, regional and international levels. Section A defines coordination and discusses why it is an important component to improve statelessness statistics; Section B sets out some of the challenges which exist today in coordination at the national level and provides recommendations on methods to improve national coordination; Section C discusses the challenges related to regional and international coordination and then presents specific recommendations to improve coordination at these levels and Section D discusses the capacity development initiatives that should be conducted at the national, regional and international statistical levels.

A. WHAT IS COORDINATION AND WHY IT IS NEEDED?

1. Introduction

309. Coordination is the eighth Fundamental Principle of Official Statistics and is considered an essential prerequisite to achieve consistency and efficiency in statistical systems.[162] This essential component is applicable across the data ecosystem including national, regional and international statistical systems. This section aims to present clear guidance on the necessary coordination requirements to support the production of high-quality and comparable statistics on statelessness.

2. What is Statistical Coordination?

310. Statistical coordination has been described in various ways; however, the most comprehensive definition describes statistical coordination as a process that "enables the components of the statistical system to act as a coherent system. Coherence is ensured by the ability to mobilize budgetary resources to meet broad priorities, exploit potential synergies and

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[162] UN General Assembly, Fundamental Principles of Official Statistics, March 2014 (available at: https://unstats.un.org/unsd/dnss/gp/FP-New-E.pdf). See A/RES/68/261.

efficiencies, ensure consistency of the outputs of the system and defend the system against political interference".[163] For the purposes of these recommendations, coordination tools are based on those presented in the *Handbook on Management and Organization of National Statistical Systems*.[164]

311.   In practice, coordination means that, within a system, activities, responsibilities, command and control structures are synchronised, harmonised and, when appropriate, integrated. To improve coordination within a system, responsible parties should use common statistical definitions and classifications, ensure all available data are produced, shared and used to the fullest extent possible, reduce data wastage and mainstream the topic of concern (in this case statistics on statelessness) in national and international policy agendas.

312.   The advantages of a coordinated data ecosystem are the following:

- Efficiency and synergies of operations by avoiding overlapping efforts, duplication of work and reducing the response burden through data sharing

- Effectiveness by addressing demands for data and statistics in an organised and timely manner through the capability to jointly produce expected outputs

- Quality, coherence, comparability, and accessibility of data and statistics within and across domains through the harmonisation of methodology, classifications and dissemination channels

- Develop a corporate identity, and secure trust in data and statistics[165]

- Represent a country's international interests through coordination of international policies

- Comparability of statistical outputs based on efforts to harmonise statistical concepts, definitions and classifications

3. Why is Statistical Coordination Important and What are the Prerequisites?

313.   Given the complexity of measuring statelessness and its characteristics, many different types of data from a variety of data owners and stakeholders will be required. For these data to have the desired impact, they need to reach a variety of policymakers and users, requiring a whole-of-government approach. Thus, a coordinated effort is imperative, ensuring identification and inclusion of all relevant stakeholders. In this context, data communities within countries—from traditional to non-traditional producers and users of data— are challenged to work together and

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[163] Ivan P. Fellegi, Characteristics of an Effective Statistical System, International Statistical Review / Revue Internationale de Statistique 64, no. 2, pp. 165–87, 1996 (available at: https://doi.org/10.2307/1403738).
[164] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Handbook on Management and Organization of National Statistical Systems, 2021, 4th Edition (available at: https://unstats.un.org/capacity-development/handbook/index.cshtml).
[165] United Nations Statistics Division (UNSD). Governance Beyond the National Statistical System, 16 August 2021 (available at: https://www.unescap.org/sites/default/d8files/event-documents/UNSD_Governance_beyond_the_NSS_Stats_Cafe_16Aug2021.pdf).

demonstrate collaboration and greater coordination of efforts. While on the surface this is a technical exercise, it is also a political one requiring establishing a culture of trust as well accelerating improvements in monitoring, accountability and decision-making within countries thus providing an advocacy tool for improving outcomes for stateless populations, through shedding light on often hard-to-reach communities and populations that may otherwise be excluded from the benefits of sustainable development.

B. COORDINATION AT THE NATIONAL LEVEL

1. Introduction

314.   NSSs, in most contexts, are central to the national data ecosystem. Other national, regional and international actors organise themselves in response to the established workstreams, and therefore it is imperative that national systems are effectively coordinated. Despite the potential challenges, there are key recommendations that can be incorporated into established systems to support national coordination and subsequently improve statelessness statistics.

315.   This section briefly describes the common challenges for national coordination of statelessness statistics, before presenting a series of recommendations to strengthen it in practice.

2. Existing Challenges in National Statistical Coordination on Statelessness

316.   The statelessness data ecosystem involves several institutions at the national level. In different contexts this can include ministries of interior affairs and immigration; legislative bodies; local authorities; the judiciary; national human rights institutions and NSOs. Beyond government institutions, the statelessness data ecosystem can also include academic institutions, civil society and humanitarian organisations working with stateless persons. Indeed, in many contexts, countries rely on non-government actors, including international agencies, for estimates on stateless populations. Coordinating efforts amongst so many different stakeholders with different mandates, priorities, resources and capacities is inherently challenging.

317.   In contexts where the capacity of the NSS is limited and coordination mechanisms less-well established, efforts to coordinate on a specific data issue such as statelessness can be even more challenging. National priorities to enhance statistical coordination are likely to have a different focus.

318.   The different sources and multiple approaches available for the collection of data on statelessness presents a further challenge. Data can be sourced from administrative registers, population censuses, surveys or combinations of these, as well as data sources available in the wider data ecosystem such as citizen generated data. In most countries, data are collected using multiple sources with each method bringing its own strengths and limitations (see Chapter 5, paragraphs 151-153 on census, 189-193 on surveys, 215-234 on administrative data and 276-280 on citizen generated data). Whilst data integration - attempting to use all possible sources of data help to obtain more timely, frequent, and granular data at less cost and respondent burden – presents a significant opportunity, challenges related to access, lack of harmonised definitions and coordination, among others, are common (see Chapter 5, paragraphs 289-302).

319.   Moreover, in many contexts the topic of statelessness is politically sensitive and data quality varies significantly. Stateless persons and those without a recognised nationality status often reside in the margins of society (they are a clear example of a statistically hard to reach population) and are unwilling to identify themselves or their location for fear of persecution. This reality further hampers effective coordination of statistics.

3. Recommendations to Improve Statistical Coordination at the National Level

320.   Improving coordination of statelessness statistics at the national level requires a concerted and sustained effort and clear political leadership. Any established coordination system will set up effective and meaningful linkages among data producers and users. This supports the components of the statistical system to work in a coherent manner and allows for synergies among the key actors. Many statistical laws and regulations allow for the setting up of technical coordination bodies, with a view to harmonising data and ensuring a flow of data for statistical purposes. Whilst the composition, structure, and governance modalities of a NSS and a wider data ecosystem will vary widely between countries, certain commonalities and recommendations can be applied broadly.

321.   Building on this opportunity, a series of practical recommendations are outlined below.

a. Inclusion in statistical development strategies and plans

322.   Countries may decide to include statelessness in the National Strategy for the Development of Statistics (NSDS), or other multi-annual plans (such as the annual statistical programme) for developing the statistical system, which is an important step to help improve coordination between different actors at the national level. These strategies/plans are often aligned to national development plans, which are part of the national policy cycle. The NSDS or similar plan sets the goals for where the NSS should be in 5–10 years, and the priorities and processes for getting there. It is developed among relevant stakeholders through a collaborative process, focusing on assessing user needs and finding ways to meet them.[166]

323.   The inclusion of statelessness into the NSDS or similar plan can help mainstream the production of official statistics on statelessness and improve their quality and availability through resourcing and capacity building, even when the primary focal point for data production is not yet part of the NSS (see paragraph 365). The NSDS can also be used to develop statistical policy for the development of new statistical series, including technical committees to oversee the development of statistics on statelessness.[167]

b. Legal foundation

324.   Statistics laws determine the basic principles and standards concerning the production and organisation of official statistics. In addition, statistical laws grant NSOs the authority to compile and assess the quality of data and official statistics. In contexts where this is not an NSO, statistical laws should define the mandates of the relevant statistical agencies that comprise the official

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[166] Paris 21, 2019 NSDS Progress Report (available at: https://paris21.org/sites/default/files/inline-files/NSDS-Progress-Report-2019.pdf).
[167] Paras. 323 and 324 are based on the recommendations presented in the IRRS (please consult for more information: https://egrisstats.org/wp-content/uploads/2021/12/International-Recommendations-on-Refugee-Statistics.pdf).

national statistical system. This is particularly important for statelessness statistics where a variety of national ministries, departments and agencies, including the country UNHCR office, could be involved in producing statelessness data.

325.   There should be a legal basis for the collection of statistics which cover marginalised and vulnerable populations, such as stateless persons and those without a recognised nationality status, which is anchored in the *Fundamental Principles of Official Statistics.*[168]   The law should define the national coordinating role regarding all activities for the development, production and dissemination of official statistics. Any law should also oblige all producers of such official statistics to apply the same set of standards, methods and definitions based on international recommendations and statistical legislation should extend to all those involved in this process.[169] Data protection laws should ensure that statelessness data are shared in a unidirectional manner e.g., from the data producers to compilers of official statistics, as a means to protect the data of stateless persons and those without a recognised nationality status.

c. Whole of government approach

326.   A whole-of-government approach should be implemented to raise the importance of statelessness among government ministries, departments and agencies. This will also enhance the harmonisation and alignment of data between and among government agencies. This is likely to improve service delivery and strengthen efforts to generate evidence-based and data-driven policies, plans and programmes. Harmonisation procedures and agreements should help to address the constraints regarding data sharing. This usually requires the establishment of inter-agency working groups, which may require special arrangements for sub-national regions where particular minorities affected by statelessness are found.

327.   In the context of the Agenda 2030, Voluntary National Reviews (VNRs) that help monitor implementation progress can be capitalised on to further support a whole of government approach and enhance the visibility of stateless persons in national dialogues on development. VNRs should be compiled through an inclusive, participatory, transparent and thorough in country review process before they are formalised through a country report that is presented to the High-level Political Forum on Sustainable Development. VNR reports usually include appendices with a detailed overview of nationally relevant SDG indicators and detailed disaggregation of indicators on important socioeconomic and ethnocultural variables. As the guidelines to prepare VNR reports include the principle of leaving no one behind, the inclusion of statistics on statelessness and persons without a recognised nationality status in this reporting process presents an important opportunity. Given that the VNRs are national processes and the NSO often leads the data collection in that regard, the statistics produced can thus be considered official.

d. Partnerships

328.   In addition to the government institutions involved in the NSS, the statelessness data ecosystem can also include academic institutions, civil society and humanitarian organisations – including UNHCR - working with stateless persons. These stakeholders can contribute with

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[168] The UN Economic and Social Council (ECOSOC), Fundamental Principles of Official Statistics, 2014 (available at: https://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx).
[169] See the UNSD Good Practices Database (available at: https://unstats.un.org/unsd/dnss/gp/searchgp.aspx).

specific expertise on statelessness and complement with additional resources and capacities. In some cases, they may be able to contribute with relevant data, which, given the holistic data ecosystem promoted in this context, may contribute to the production of statistics on statelessness even though it would be non-official and/or operational in nature. The potential contribution of operational and/or non-official data for official statistics is discussed further in the IRRS (paragraphs 547-548) and IRIS (paragraphs 363 - 365), and equally relevant for statistics on statelessness (see Chapter 5, paragraphs 270-275).

329.   Due to the complex nature of identifying stateless persons and those without a recognised nationality status, as well as others who fall within the statelessness statistical framework (see Chapters 3 and 4), the involvement and advice of relevant organisations with expertise on statelessness will be critical for the production of quality statistics on statelessness. In particular, given the varied causes of statelessness and the legal expertise required in many contexts to properly identify it and therefore select the appropriate basic classificatory variables, liaising with relevant statelessness experts will be essential. Given its mandate on statelessness, statistical authorities should seek UNHCR's expert advice for this purpose (see Chapter 2, paragraphs 26-27).

e. Coordination role

330.   As countries will likely have more than one organisation involved in the development, production and dissemination of official statistics on statelessness, in both the NSS and the data ecosystem models, a clearly designated responsible agency for coordination is required. The NSO, or primary statistics agency responsible, must have a clear coordinating role recognised by other partners. This should include overall responsibility for the integrity and validity of all official statistics and coordination of the process to ensure effective planning, coordination and dissemination of related data. Although there are differences between centralised and decentralised statistical systems, a central coordination role is strongly recommended.

331.   In a modern data ecosystem, the NSS may need to acquire new coordination capacities. These new capacities are at times better captured in the concepts of data governance and data stewardship, which emerged from the private sector.[170] For statistics on statelessness, this should also include civil society (see paragraph 365). New developments within NSSs and NSOs on new co-ordination capabilities complying with data governance and data stewardship roles, in order to accommodate the rising data demands in the modern data ecosystem should be followed by those responsible for statistics on statelessness to ensure that these developments are fully accommodated.

332.   To support this institutional coordination function for statelessness statistics, a dedicated national statistical coordinator who is responsible for championing this area of work should be appointed. This individual should be of an appropriate seniority within their organisation and have the necessary subject-matter knowledge to deliver on coordination objectives and identify working synergies at the national and sub-national levels. In collaboration with national counterparts, national statelessness statistical coordinators should work to identify opportunities to establish

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[170] Paris 21, Coordination Capacity in National Statistical Systems – Background Report, 2021 (available at: https://paris21.org/sites/default/files/2021-10/Coordination_Capacity_in_NSS.pdf).

regional networks, where they can exchange knowledge and identify capacity development needs across the regional statistical system (paragraph 369).

f. Sub-national coordination

333.   Sub-national coordination should occur between provincial, city, municipal and local statistical units/committees.[171] This is especially true for statelessness which can be localised and where local links and partnerships are key within a holistic ecosystem. The nature of coordination at this level strongly depends on the structure of the NSS (decentralised vs. centralised) where decentralised NSSs give more room for provincial and municipal level but even centralised NSSs could benefit from local advisory committees that can support the NSO activities.

334.   Regardless of the overall structure of the NSS, avenues to enhance sub-national coordination should be considered and pursued as part of an effective strategy to enhance statistics on statelessness. For examples, NSSs should work to sufficiently include the information needs of key partners at sub-national level to further increase effective coordination and strengthen statelessness statistics.

g. Data sharing and data protection

335.   Data sharing and data protection are critical aspects of effective national statistical coordination. Although data protection is always important, particular care should be taken to protect personal data concerning vulnerable populations such as stateless persons and persons without a recognised nationality status.[172] Following appropriate data protection principles can facilitate safe and responsible data sharing which plays a critical role in effective coordination as it helps to minimise duplication, better manage limited resources, enhance data analysis and increase trust between partners and with data subjects.

336.   Key principles for the protection of personal data, such as those outlined in the *UN Personal Data Protection and Privacy Principles*[173] are critical for the safe and responsible management of personal data, including on stateless persons and those without a recognised nationality status. Whilst data sharing and protection considerations have been outlined previously per data source (see Chapter 5, paragraphs 183-186 on census, 212-213 on surveys, 268 on administrative data, and 292-293 on data integration), including the importance of informed consent, purpose specification, security and transparency, other principles are especially pertinent in relation to data sharing and the context of analysis, dissemination and publication of results. Of particular relevance here is the principle of confidentiality to avoid risks associated with reidentification of data subjects when sharing microdata. For instance, any staff working with the data should sign confidentiality agreements, IT systems should ensure that access is not possible for third parties, and MoUs (or similar agreements) between data sharing partners should be established to facilitate safe and responsible data sharing where necessary.

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[171] Ibid.

[172] UNHCR General Policy on Personal Data Protection and Privacy (GDPP) – soon to be made available online.

[173] The principles include: fair and legitimate processing, purpose specification, proportionality and necessity, retention, accuracy, confidentiality, security, transparency, transfers and accountability (available at: https://unsceb.org/sites/default/files/imported_files/UN-Principles-on-Personal-Data-Protection-Privacy-2018_0.pdf).

h. Dissemination and transparency

337.   Statistics on statelessness can be politically sensitive although levels of sensitivity may vary in different regions or national contexts. Reference is made to Principles 3 and 4 of the United Nations' *Fundamental Principles of Official Statistics* where statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics to facilitate a correct interpretation of the data and that statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics. This is particularly important for statistics on statelessness. NSOs could also establish a mechanism for the peer review of relevant concepts and analysis procedures prior to statistical release and ensure that results are released free from political interference.

338.   National authorities should publish official statelessness statistics (agreed-on indicators with detailed accompanying metadata) on an online platform at regular intervals. When possible, non-confidential microdata should be also made available. Where such a national platform exists, data users could extract the information needed directly, thus reducing the burden on agencies responsible for the publication of data to respond to requests.

339.   Where such a platform does not exist, it is important that national authorities share data on statelessness with UNHCR and other international actors to support their mandated efforts to compile global population statistics on statelessness (see Chapter 2, paragraph 27 and below). Non-confidential/anonymized micro-data can also be published, when relevant, on UNHCR's microdata library.[174]

C. COORDINATION AT THE REGIONAL AND INTERNATIONAL LEVELS

1. Introduction

340.   International statistical systems and other stakeholders rely on effective coordination at the national level, as national entities are responsible for the production of official statistics. However, regional and international bodies play an important role in supporting the production of high-quality, comparable statelessness statistics at the national level, through adherence to international statistical standards and by providing mechanisms to increase national statistical capacity. Improved international coordination on statelessness statistics will help to align statistical reporting on statelessness and support efforts to identify trends that can inform effective policymaking, planning and international responses to the issue of statelessness.

341.   This section aims to outline the challenges associated with the international and regional coordination of statelessness statistics, present practical recommendations for regional and international organisations to follow in efforts to improve statelessness statistics.

2. Challenges Concerning Statistical Coordination at the Regional and International Levels

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[174] UNHCR Microdata Library (available at: https://microdata.unhcr.org/index.php/home).

342. The development of comparable statistics on statelessness across time and space is an important issue for planning and policymaking, public debate, the international community and affected countries. International statistics on statelessness are dependent on official national data; therefore, the production of international statelessness statistics is often complex and faces various difficulties and limitations.[175]

343. One of the major challenges to compiling global data on stateless persons concerns the different methodological definitions used by countries and organisations to estimate these populations. Although there is a clear legal definition, until now, no comparable statistical definition has existed, and practice has varied across countries and stakeholders (Chapter 2, paragraphs 28-34). The different contributory causes of statelessness – in law and in practice – further adds to this methodological challenge.

344. Statelessness is a politically sensitive topic in many contexts, as it may result from discrimination towards some groups of people, or deprivation of nationality among other groups. This may limit the willingness of some countries to report their data, particularly where the recommended definitions conflict with national laws and procedures. Differences of opinion and gaps in legislation between countries on whether specific population groups should be considered nationals of one or the other state are often at the very core of the problem of statelessness, and this also affects the reliable compilation of statistics on stateless persons at the international level.

3. Recommendations to Improve Statistical Coordination at the Regional and International Levels

345. Improving regional and international coordination of statelessness statistics is inherently linked to improved coordination at the national level. Building on the recommendations outlined above (paragraphs 322-339), therefore, a series of practical recommendations for regional and international partners are outlined below.

a. Use of/alignment to relevant standards and mandates

346. To address the issues related to regional and international coordination, it is important that any work conducted by regional and international partners takes into account the existing standards and mandates that govern the production of statistics. In particular,

- The IROSS should provide foundational guidance to both international and regional bodies working to improve statelessness statistics.

- Statistics on statelessness are often based on population and housing censuses and should be aligned with the *Principles and Recommendations for Population and Housing Censuses (UN P&R)*.[176]

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[175] Lily Chen, Petra Nahmias, Sebastien Steinmuller, UNHCR Statistical Reporting on Statelessness, October 2019 (available at: https://www.unhcr.org/en-in/statistics/unhcrstats/5d9e182e7/unhcr-statistical-reporting-statelessness.html).

[176] UN Department of Economic and Social Affairs (DESA) – Statistics Division, UN Principles and Recommendations for Population and Housing Censuses (UN P&R),Revision 3, 2017, para. 4.67 (available at: https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf).

- Inclusion of stateless persons in CRVS systems should be done in accordance with the *Principles and Recommendations for a Vital Statistics System*.[177]

- Where statistics relate to migratory contexts, reference should be made to the work of the Expert Group on Migration Statistics and its ongoing work, including the recently adopted conceptual framework.[178]

- Where statistics relate to forced displacement contexts, reference should be made to the IRRS and the IRIS. Many of their recommendations apply to statistics on statelessness, such as the principles for the coordination of statistics.[179]

- The work of statistical agencies should be guided by the *Fundamental Principles of Official Statistics*, with international agencies further encouraged to adhere to the *Principles Governing International Statistical Activities*.[180]

- NSSs, and the wider data ecosystem, should align their operation and organisations with the *Handbook on Management and Organization of National Statistical Systems*, including with respect to statistics on statelessness.

- The UNHCR mandate on statelessness gives it the responsibility to compile country level data and publish global statistics on stateless populations (see Chapter 2, paragraph 27 and below).

b. Key bodies and principles

347. The UNSC is the highest body of the international statistical system and is integral to the international coordination of statistical activities. The UNSD falls under the leadership of the UNSC, which oversees the Committee for the Coordination of Statistical Activities (CCSA) who adopted the *Principles of Governing Statistical Activities* in 2005.[181] The Committee focuses on improving statistical coordination through six main activities:[182]

    a) Efficient functioning of the statistical system

    b) Common standards and platforms

    c) Development of methodologies

    d) Inter-institutional support

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[177] UN Department of Economic and Social Affairs (DESA) – Statistics Division, Principles and Recommendations for a Vital Statistics System, 2014, Revision 3 (available at: https://unstats.un.org/unsd/demographic/standmeth/principles/m19rev3en.pdf).
[178] UN Expert Group on Migration Statistics, Final Report on Conceptual Frameworks and Concepts and Definitions on International Migration, 27 April 2021 (available at: https://unstats.un.org/unsd/demographic-social/migration-expert-group/task-forces/TF2-ConceptualFramework-Final.pdf).
[179] See IRRS, paras. 488-496 and 512-517; IRIS, paras. 348-359.
[180] United Nations Statistics Division (UNSD), Principles Governing International Statistical Activities, 30 August 2013, Item 3 (available at: https://unstats.un.org/unsd/accsub/2013docs-22nd/SA-2013-8-FP-UNSD.pdf)
[181] Committee for the Coordination of Statistical Activities, Principles Governing International Statistical Activities, 3 March 2014 (available at: UNSD — Committee for the Coordination of Statistical Activities).
[182] United Nations Statistics Division (UNSD). Committee for the Coordination of Statistical Activities (available at: https://unstats.un.org/unsd/accsub-public/workpartner_ccsa.htm).

e) Outreach

f) Advocacy for statistics

348. Regional organisations of States, such as the OECD, European Union (EU), Pacific Community and Association of Southeast Asian Nations (ASEAN), as well as intergovernmental bodies such as the UN Regional Commissions, regularly produce recommendations with the objective to improve the comparability and quality of statistics. Consequently, these bodies play a significant role in advocating for legislative changes and thus have the potential to strengthen regional-level coordination of statistical data collection, including on statelessness.

349. Regional and international bodies and organisations should adhere to the principles articulated by these bodies and capitalise on their positions and existing partnerships to improve the overall quality and visibility of statistics on statelessness, including through the development of shared strategies specifically related to the development of statelessness statistics.

c. UNHCR & inter-agency cooperation

350. The UNHCR is the international organisation responsible for the protection of stateless persons as outlined in the *1954 and 1961 Conventions* on statelessness and several General Assembly resolutions (see Chapter 2). As part of its mandate, the UNHCR is responsible for compiling country level data and publishing global statistics on stateless populations, as well as the other groups of persons of concern[183] (see Chapter 2, paragraph 26-27).

351. As part of its mandate on statelessness, the UNHCR has a responsibility to work with other international and regional actors to support the production of statelessness statistics and strengthen statistical reporting on statelessness. Many other entities, regional and international, support the production and are engaged in the compilation and use of statistics on statelessness, and thus the UNHCR needs to coordinate closely with governments, international and regional organisations, and civil society in this regard. In addition, the UNHCR should capitalise on established regional processes to strengthen coordination streams with relevant partners as a mechanism to improve statelessness statistics (see below).

352. The cross-cutting nature of statistics on statelessness makes coordination with various agencies more necessary to ensure internationally compiled estimates are harmonised and compliant with international standards. Further cooperation includes work with organisations such as United Nations Children's Fund (UNICEF), International Organization for Migration (IOM), OECD, World Bank (WB) and UNSD on strengthening statistical systems. Recently, in collaboration with the WB, the UNHCR has established the Joint Data Center on Forced Displacement (JDC), which includes work to improve statelessness statistics in its scope.[184]

353. Collaborative mechanisms, such as working groups and advisory bodies, between the international, regional, and national statistical systems and stateless data producers, would enhance the quality of statelessness statistics and reduce duplication and inconsistency. In addition,

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[183] Data concerning these groups are recorded in the Population Statistics Reference (PopStats) database, which are recorded twice a year and serve the basis of the Global Trends and Mid-Year Trends Reports.
[184] Joint Data Center on Forced Displacement (JDC), Improving Statistics on Statelessness (available at: https://www.jointdatacenter.org/improving-statistics-on-statelessness/).

collaboration enables international and supranational bodies to collect the data that NSOs produce, to assess them, and to publish data which meet international standards, classification, concepts and methods.

d. Support to countries

354. In lower resource settings, international organisations should support the acquisition/augmentation of financial and human resources to assist countries in efforts to produce these statistics. International and regional actors should aim to coordinate on the provision of technical support and capacity building activities (see paragraph 357). This should include supporting NSSs to manage and meet public demands for data, for example through the creation of accessible online databases or websites. It should also include providing training on effective ways to present technical analyses of statistics, to facilitate engagement and demand for these types of data. Relevant international/regional actors should be the custodian of capacity-building materials related to the implementation of these recommendations.

355. In addition, international bodies should encourage national authorities to share relevant data with clear metadata based on internationally agreed standards to serve as a mechanism to harmonise international estimates.

e. Transparency and data sharing

356. The *UN Principles of Governing International Statistical Activities* sets out guidance concerning the collection, collation and dissemination of statistics. In particular, Principle 4 states that "Concepts, definitions, classifications, sources, methods and procedures employed in the production of international statistics are chosen to meet professional scientific standards and are made transparent for the users". Therefore, it is important that international agencies publish full metadata pertaining to the production of national estimates and why this may differ from any nationally published data. Additionally, international organisations should share data between themselves to avoid burdening NSOs, establishing relevant framework agreements where necessary. At the same time good communication is needed between international agencies and the NSOs on national estimates.

f. Regional advocacy and policy processes

357. Regional commitments and related processes can increase the visibility of statelessness, enhance political commitments at the national level to address statelessness, and subsequently inform improvements to statelessness statistics. Building regional consensus to address statelessness can support improvements to statistics on stateless populations through, for example, commitments to ensure compliance with relevant legal, policy and institutional frameworks for eradicating statelessness and commitments to strengthen data management systems to better include stateless persons. The *Abidjan Declaration*[185] and associated *Banjul Plan of Action of The Economic Community of West African States (ECOWAS) on the Eradication of Statelessness 2017*

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[185] The Abidjan Declaration was adopted during the first Ministerial Conference on Statelessness in Abidjan, Côte d'Ivoire, in February 2015. The Abidjan Declaration recognises that statelessness is a significant issue in the region and sets out 25 specific measures to put an end to statelessness by 2024. The Abidjan Declaration was endorsed by in May 2015 in Accra, Ghana (available at: https://www.refworld.org/docid/54f588df4.html).

– *2024*[186] presents an example of strong regional commitments that include improvements to data. The *Regional Support Officer of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process)*[187], presents another example which, through its work on civil registration in particular, has resulted in concrete progress to assess the inclusion of stateless persons and those without a recognised nationality status (amongst others) in civil registration systems.[188] Furthermore, regional commitments such as the *Asia-Pacific Ministerial Declaration on Building a More Resilient Future with Inclusive Civil Registration and Vital Statistics*,[189] which specifically calls for the inclusion of stateless persons in CRVS systems, can create momentum for further progress.

358.   Further examples of regional commitments to improve statelessness statistics are below in Box 6.1.

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[186] See the Banjul plan of action of the Economic Community of West African States (ECOWAS) on the Eradication of Statelessness 2017-2024 (available at: https://www.refworld.org/pdfid/5915c88a4.pdf).

[187] The Bali Process is a forum for policy dialogue, information sharing and practical cooperation to help the region address challenges associated with people smuggling, trafficking and related transnational crime. It is guided by its 2018 Declaration adopted by the Seventh Bali Process Ministerial Conference (see: https://www.baliprocess.net/).

[188] See Bali Process Civil Registration Assessment Toolkit (available at: https://getinthepicture.org/resource/bali-process-civil-registration-assessment-toolkit).

[189] UN Economic and Social Commission for Asia and the Pacific (UNESCAP), Ministerial Declaration on Building a More Resilient Future with Inclusive Civil Registration and Vital Statistics, 2021 (available at: https://www.unescap.org/sites/default/d8files/event-documents/ESCAP_MCCRVS_2021_8_Add.1_ministerial_declaration_English.pdf).

Box 6.1 High-level Segment on Statelessness[190]

> *Pledges made by Regional Organisations during the High-level Segment (HLS) on Statelessness*
>
> "On 7 October 2019, the HLS gave States an opportunity to highlight their achievements to date and make pledges to be implemented during the second half of the #IBelong Campaign. International organizations (including other UN agencies), regional organizations and civil society organizations also made pledges. A total of 360 pledges were made. 252 of these pledges were made by 66 States and 108 pledges by 32 international/regional organizations and civil society organizations."
>
> "The African Union Commission commits to continue mainstreaming statelessness into the AU Commission's work until the end of 2024 by collecting, analyzing, and disseminating data on statelessness and groups at risk through the implementation of the Nouakchott Declaration and the operationalization of programs such as the Africa Programme for Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS)."
>
> "The Commission for the Economic and Monetary Community of Central Africa (CEMAC) Commission is committed to developing, by 2020, a Regional Action Plan to eradicate statelessness in Central Africa, in accordance with the resolutions expressed in the N'Djamena Initiative adopted by its Member States and Partner States on 12 December 2018. In order to facilitate understanding of the relevance of this Regional Plan of Action, the CEMAC Commission also commits to organize broad communication campaigns in 2020 on the phenomenon of statelessness and its consequences."

359.   Joint regional approaches to garner progress in an emerging area of official statistics is often more effective than independent national efforts. They can help to increase visibility and enhance political commitments which can help secure required funding for capacity development; they can facilitate progress at the national level through peer-to-peer exchange and experience-sharing; they can enable more coherent/coordinated progress through developing and working towards a common framework and avoiding duplication of efforts that can often arise as a consequence of siloed working. Considering the integral role that regional political consensus-building processes can play, countries and international organisations should work collaboratively with regional bodies to support their development, management and implementation as necessary.

360.   Given the nature of the work entailed to strengthen statelessness statistics, such regional efforts to support this work could benefit from being integrated/included in processes with a broader objective. For example, initiatives to improve CRVS systems or to ensure the inclusion of vulnerable groups in national census could present important opportunities to include stateless persons and those without a recognised nationality status, through dedicated working groups and advisory bodies that include representatives from relevant national, regional and international stakeholders. the international, regional, and NSSs and data producers. The Asian and Pacific Civil

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[190] UN High Commissioner for Refugees (UNHCR), High-Level Segment on Statelessness: Results and Highlights, May 2020 (available at: https://www.refworld.org/docid/5ec3e91b4.html).

Registration and Vital Statistics Decade (2015-2024), provides a good example of this in practice.[191]

D. CAPACITY DEVELOPMENT

1. Introduction

361.   According to the PARIS21 *Capacity Development 4.0 framework (CD4.0)*, statistical capacity development is defined as the "process through which a country's NSS, its organisations and individuals obtain, strengthen and maintain their abilities to collect, produce, analyse and disseminate high quality and reliable data to meet users' needs".[192] Statistical capacity is an ongoing process with many dimensions and extends far beyond technical know-how, and includes administrative and management skills, essential infrastructure and ICT, strong demand for the outputs and financial and human resources.

362.   Statistical capacity development mechanisms specific to this topic are needed to support and strengthen systems to implement the statistical recommendations and improve the quality of data on statelessness while being mindful of associated sensitivities. In recognition of the different statistical capacities of stakeholders at national, regional and international levels, and using the CD4.0 conceptual framework as a point of departure,[193] this section outlines key capacity development recommendations that aim to help strengthen the production of statelessness statistics. More specifically, this section will discuss different capacity development approaches, explore how advocacy and sensitivity training can increase awareness of statelessness data, and recommend methods to integrate statelessness-specific capacity development activities into relevant existing/broader initiatives.

2. Capacity Development Conceptual Framework

363.   The CD4.0 conceptual framework is intended to support NSOs in efforts to collect, produce, analyse, and disseminate high quality data to meet users' needs and help to develop country-led, sustainable capacity development initiatives.[194] CD4.0 conceptualises capacity development at three levels which collectively comprise the data ecosystem. Each level represents a semi-closed system that is susceptible to activities and decisions that occur in other sections of the ecosystem. The data ecosystem consists of the following components:

- the systemic level, for example a collection of the organisational and individual categories and elements that connect them, which may be hard (statistical laws and development plans) or soft (political will/interest);

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[191] United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), Regional Action Framework on CRVS (2015-2024) (available at: Asian and Pacific Civil Registration and Vital Statistics Decade 2015 - 2024 (unescap.org)) and Progress Report (available at: https://getinthepicture.org/).
[192] Paris 21, Proposing a framework for Capacity Development 4.0. (available at: https://paris21.org/sites/default/files/inline-files/CD4.0-Framework_final.pdf).
[193] Paris 21, Guidelines for Developing Statistical Capacity: A Roadmap for Capacity Development 4.0., 2020 (available at: https://paris21.org/sites/default/files/inline-files/UNV003_Guidelines%20for%20Capacity%20Development%20WEB_0.pdf).
[194] Paris 21, Assessing the Capacity of National Statistical Systems: A User's Guide, Paris, 2018 (available at: https://paris21.org/sites/default/files/2018-08/NSS-Assessment-Guide%20-%20WEB.pdf).

- the organisational level, for example the NSO or line ministry;

- and the individual level, for example a statistician or an employee of an NSO.

Figure 6.1 The Various Levels of the Data Ecosystem[195]

3. Capacity Development Recommendations

a. Capacity development at the systemic level

364.   National capacity development needs are vast in many contexts. Therefore, in resource limited settings, stateless-related capacity development initiatives may be difficult to prioritise. Despite this difficulty, it is still important to formulate capacity development programmes that educate relevant stakeholders about how to collect statelessness data to support adherence to international commitments such as "Leave no one behind", which is central to the *2030 Agenda*.[196]
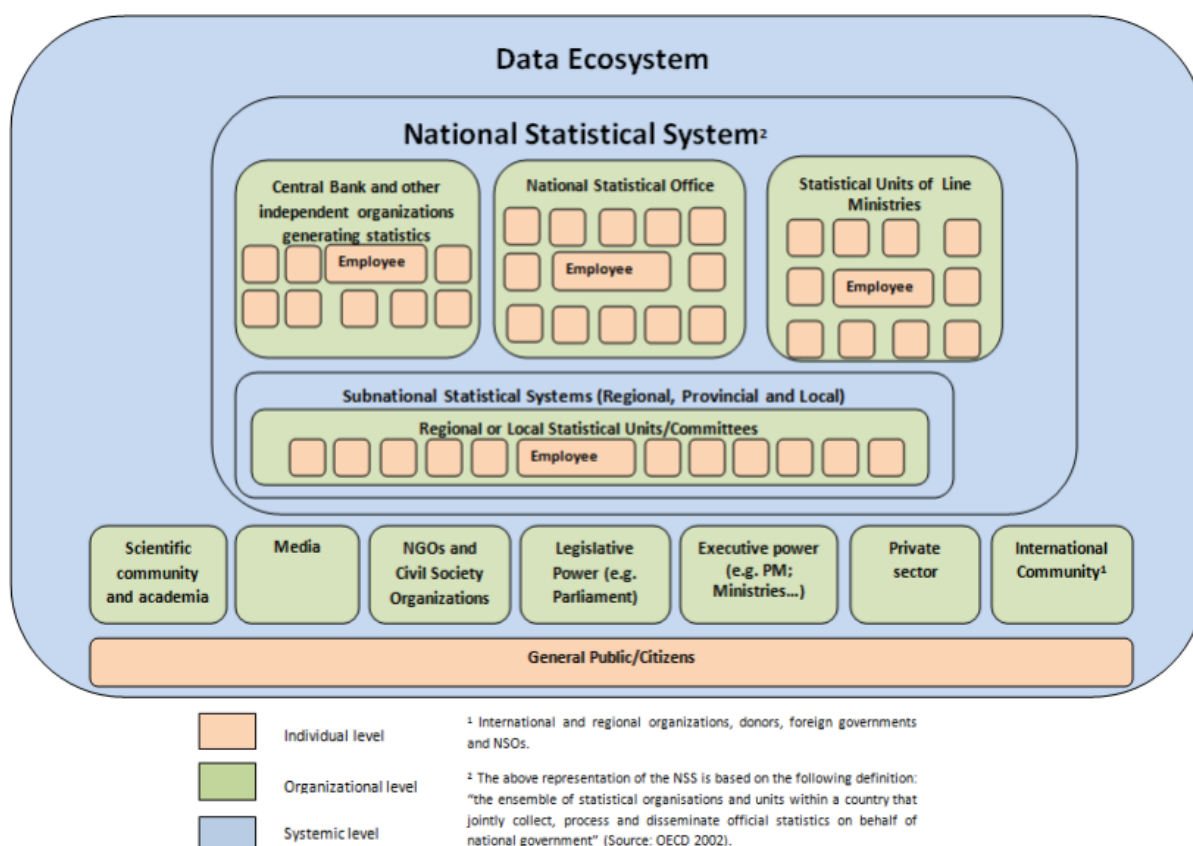
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[195] Image copied from the following resource: Paris 21, Proposing a framework for Capacity Development 4.0. (available at: https://paris21.org/sites/default/files/inline-files/CD4.0-Framework_final.pdf).
[196] UN General Assembly, Transforming our world: the 2030 Agenda for Sustainable Development (available at: https://sdgs.un.org/2030agenda). See A/RES/70/1.

365.   Government authorities may wish to consult entities within the ecosystem (e.g., non-governmental organisations and civil society) to identify statelessness specific capacity development synergies and work to incorporate these areas into the NSDS or similar multi-annual plans (paragraph 322-323). Including statelessness statistics into the NSDS will help to raise awareness of the issue and support efforts to appropriately fund and resource capacity development programmes.

366.   Given the range of actors involved in the production of statelessness statistics, capacity needs may vary. Some will have capacity gaps on the topic of statelessness but be well versed in statistics, others may have good knowledge on statelessness but less on relevant statistical/data collection subjects. Stakeholders outside of NSOs (e.g., civil society partners, policy makers, those managing non-traditional data sources and regional coordinators) should be offered basic statistical training programmes tailored to their needs. This is particularly important for stakeholders, such as policy makers, who use statistics to develop national laws that ultimately impact the lives of stateless persons. Therefore, including such groups in training programmes will help to establish a collective understanding on the production and use of statelessness statistics. This approach will facilitate statistical collaboration across the data ecosystem.

b. Capacity development at the organisational level

367.   On the other hand, NSOs and other statistical experts may have good statistics skills but be less familiar with statelessness. Beyond the IROSS itself, relevant international partners are well placed to provide training and guidance in this area. For example, countries may decide to consult UNHCR for statelessness concerns and UNICEF on birth registration, and work with these partners to strengthen specific capacity development initiatives. Additionally, NSOs may wish to consult policy makers, legal personnel and civil society within their national context to learn more about local statelessness dynamics thus informing how to better include stateless populations in data collection activities. Such efforts serve to enhance collaboration between NSOs and other statelessness statistics stakeholders to strengthen the data ecosystem as a whole.

368.   As statelessness statistics are concretely linked to larger statistical processes (e.g., CRVS and census), NSOs may choose to harness this overlap and expand established data source-specific capacity development mechanisms to include stateless specific modules e.g., census regional statistical workshops or CRVS e-learning tools. These programmes will simultaneously increase national and stateless-specific statistical capacity. In addition, this synergy provides an avenue to incorporate other global recommendations into national capacity development workflows to further advocate for improved statistics in the wider statistical community. Furthermore, thematic training sessions focused on improving the statistical engagement of hard to reach and vulnerable populations, including in the context of the SDGs, may also incorporate stateless-specific modules. These modules should draw attention to the unique vulnerabilities faced by stateless persons and equip enumerators with the skills to engage with this group e.g., mechanisms to handle fearful respondents.

369.   A national statistical coordinator familiar with operational activities within NSOs should work to champion the capacity development agenda at the national level (see paragraph 332). The terms of this position should be determined by NSOs. National statistical coordinators should

collaborate with other national counterparts and establish a regional hub, where they can set-up capacity development networks, exchange knowledge and develop mechanisms to report on efforts and coordinate stateless-related statistical capacity development initiatives at the regional level.

c. Capacity development at the individual level

370. Training programmes to strengthen the capacity of statistical personnel, and other relevant stakeholders, should be based on established national and organisational priorities as well as capacity development needs assessments. These initiatives should take the form of practical, contextually sensitive training modules in either the e-learning[197] or face-to-face format, depending on the financial and human resources available. Due to sensitivities concerning stateless populations, capacity development training should integrate the principles of do no harm into activities. Assuming the training sessions consist of fundamental statistical principles, programmes should comprise the following stateless-specific elements:

- Statelessness statistical framework and linkages between the different population categories.

- Use of stateless-specific basic and supplementary classificatory variables, as stipulated in Chapter 4.

- Inclusion of statelessness into national census and survey plans.

- Use of administrative data for producing statelessness statistics.

- Use of data sources developed by non-government actors to supplement traditional data sources.

- Operational procedures in data collection.

- Methods to ensure appropriate coverage of stateless populations e.g., sampling methodology.

- Technical skills related to data integration e.g., record linkage.

- Enumerator training on statelessness data collection.

- Data protection and security laws.

- Disclosure avoidance.

- Outreach and community sensitisation with stateless populations and community members.

371. In some contexts, it will be feasible to monitor the national capacity development curriculum through assessments. Completion of such programmes may be acknowledged by awarding trainees with widely recognised accreditations. This approach serves as an incentive to

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[197] An e-learning based on content from the IRRS and IRIS has been developed by EGRISS in collaboration with UNSIAP. EGRISS plans to develop similar e-learning modules based on the IROSS which should be made available to NSO practitioners and others in the future.

encourage others to participate in statistical training and can be used to assess NSOs technical capacity, identify areas for future development, and support coordination and cooperation within NSOs and other relevant stakeholders. Additionally, this approach can be used to evaluate the effectiveness of delivered capacity development training sessions.

F. SUMMARY OF RECOMMENDATIONS

372.   Coordination is an essential component of the data ecosystem and is a necessary prerequisite to improve national, regional and international statistics on statelessness. Given its importance, there are clear recommendations to improve coordination efforts of all elements of the data ecosystem.

373.   At the national level, authorities are encouraged to work collectively and establish partnerships with different stakeholders, including civil society, academics and humanitarian organisations to develop a national statelessness statistical strategy in an effort to mainstream statelessness statistics. A legal basis for data collection efforts is essential for establishing a whole-of-government approach to statelessness data, ensuring the harmonisation of data, and for the development of evidence-based programmes and data-driven policies. Coordination at the national and sub-national levels requires close collaboration of activities, as well as the of sharing statistical outputs, according to scientific standards.

374.   At the regional and international levels, coordination activities will inevitably span varying geographical, political and economic contexts. Despite these inherent differences and associated challenges, in the case of statelessness, there will be underlying similarities that can be drawn upon to strengthen statistical reporting. Due to its mandate, the UNHCR is uniquely positioned to support these efforts and improve coordination by working closely with governments, international and regional organisations. Regional and international organisations should coordinate to provide technical support and capacity development opportunities. Regional processes to enhance political commitment have proven to be effective to help improve statelessness statistics.

375.   Capacity development programmes should be informed by the national statistical agenda, appropriately funded, and include both fundamental and stateless-specific statistical capacity development modules. Additionally, due the various stakeholders involved in the production of statelessness statistics, it is important to pursue an inclusive capacity development approach that targets a range of partners across the data ecosystem including data producers and users. It is recommended to integrate statelessness specific modules into existing data-source specific and thematic statistical training programmes and equip stakeholders with both general and statelessness-specific statistical knowledge and facilitate the statistical inclusion of stateless persons and those without a recognised nationality status. The IROSS should be consulted to support the development and implementation of effective capacity development initiatives.

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