



UNHCR
The UN Refugee Agency

[CENTRALIZED]
ES/201X/XX

Evaluation of UNHCR-led initiatives to end statelessness

FINAL REPORT – VOLUME II ANNEXES
MAY 2021

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UNHCR Evaluation Service

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Evaluation Service

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Published by UNHCR

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Acknowledgements

The evaluation team would like to express gratitude to the myriad stakeholders that contributed of their time and knowledge to inform this evaluation report. The UNHCR Evaluation Service provided dedicated support to the team throughout the evaluation, most notably from the Evaluation Manager, Christine Fu and the Head of Evaluation Service, Lori Bell. The evaluation team benefited from the generous time and insights of Melanie Khanna, the Senior Legal Officer and Section Chief of the Statelessness Section in the Division of International Protection, through frequent consultations at all stages of the evaluation. Regional protection and statelessness officers also devoted considerable time, as key informants and in helping the evaluation team connect with regional and country stakeholders, facilitate survey participation, and validate evaluation findings.

A wide array of divisions and departments at headquarters provided important access to information and data throughout the evaluation. The many UNHCR regional and country offices engaged through interviews and case studies graciously supported the work of the evaluation team and provided documents, access to key stakeholders and other important insights about their work. The Evaluation Reference Group provided constructive feedback at multiple key stages of the evaluation and their input has improved this report.

Key Evaluation Information at a Glance

Evaluation information at a glance	
Title of the evaluation:	Evaluation of UNHCR-led initiatives to end statelessness
Timeframe covered:	2001 to 2019
Expected duration:	May 2020 to April 2021
Type of evaluation:	Centralized evaluation
Countries covered:	Global with remote data collection in Regional Bureaux and select countries in each region
Evaluation manager / contact in UNHCR:	Christine Fu
Names of the evaluation team:	Team Leader - Brian Majewski Senior Evaluators - Charlotte Lattimer, Jeff Duncalf, Jose Gallegos and Penelope Muteteli Evaluators - Cara Winters, Dima Hatuqa, Paule Herodote, Rangina Jumakhanova and Samer Shtayyeh Analyst – Hannah Watson

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Abbreviations

AGD	Age Gender Diversity
AHC-O	Assistant High Commissioner for Operations
AHC-P	Assistant High Commissioner for Protection
ASEAN	Association of South East Asian Nations
AU	African Union
CEMAC	Economic and Monetary Community of Central Africa
CO	UNHCR Country Office
COP	Country Operational Plan
CRRF	Comprehensive Refugee Response Framework
CSO	Civil Society Organization
DER	Division of External Relations
DIP	Division of International Protection
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ERG	Evaluation Reference Group
ET	Evaluation Team
ExCOM	UNHCR's Executive Committee
GAP	Global Action Plan to End Statelessness: 2014-2024
GCM	Global Compact on Migration
GCR	Global Compact on Refugees
GCENR	Global Campaign for Equal Nationality Rights
GRF	Global Refugee Forum
GSIP	Global Strategy and Implementation Plan for the Campaign to End Statelessness
GSP	Global Strategic Priorities
KII	Key Informant Interview
HLS	High-Level Segment on Statelessness
IAWG	Inter-Agency Working Group
ICGLR	International Conference on the Great Lakes Region
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IOM	International Organization for Migration
IPU	Inter-Parliamentary Union
IRC	International Rescue Committee
IROSS	International Recommendations on Statelessness Statistics
LAS	League of Arab States
MCO	Multi-Country Office
MENA	Middle East and North Africa
MSRP	Management System Renewal Project

NAP	National Action Plan
NGO	Non-Governmental Organization
OAS	Organization of American States
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIC	Organization of Islamic Cooperation
OL	Operating Level
OP	Operations Plan
PoC	Persons of Concern
PPG	Population Planning Group
RB	UNHCR Regional Bureau
RBM	Results-Based Management
REG	Regional Engagement Group
SEA	Socio Economic Assessment
SET	Senior Executive Team
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UPR	Universal Periodic Review
UNSDCF	United Nations Sustainable Development Cooperation Framework

Annex 1 – Terms of Reference

Terms of Reference

Evaluation of UNHCR-led Initiatives to End Statelessness

Key Information at glance about the evaluation

Title of the evaluation:	Evaluation of UNHCR-led Initiatives to End Statelessness
Timeframe covered:	2001-2019
Type of exercise:	Centralised evaluation (advocacy; theory-based evaluation)
Evaluation timeframe:	April 2020 – February 2021
Evaluation commissioned by:	UNHCR Evaluation Service
Evaluation manager's contact:	Christine Fu fu@unhcr.org
Date	14/2/2020

1. Introduction

1. The international legal definition of a stateless person is “a person who is not considered as a national by any State under the operation of its law”. This means that a stateless person does not have a nationality of any country.
2. Statelessness can occur for several reasons, including discrimination against particular ethnic or religious groups, or on the basis of gender; the emergence of new States and transfers of territory between existing States; and gaps in nationality laws.
3. The problem of statelessness affects at least 3.8 million people worldwide based on estimates from 78 countries¹, with devastating consequences that deprive such individuals of legal rights or basic services, leaving them politically and economically marginalized, discriminated against and particularly vulnerable to exploitation and abuse. The actual number of stateless persons is unknown because many countries do not collect this information, but the Institute on Statelessness and Inclusion estimates that the total figure for the number of people living without a nationality in the world to be at least 15 million.²
4. Statelessness affects socio-economic rights such as education, employment, social welfare, housing and healthcare, as well as civil and political rights such as freedom of movement, freedom from arbitrary detention and political participation. The conditions causing statelessness can also give rise to large-scale violence and displacement, as the mass exodus of Rohingya refugees from Myanmar to Bangladesh has demonstrated.
5. Statelessness is an issue that affects the rights of women, children, youth and minorities. It is also a development issue because it undermines the development potential of thousands of people. The promise contained in the 2030 Agenda for Sustainable Development that “no one will be left behind” cannot be realized unless all persons are recognized as full members of society. As such SDG 16.9 calls for States to ensure that all persons have a legal identity, including birth registration, by 2030.

2. Background and context

6. UNHCR's responsibilities for stateless persons began with refugees who are stateless under paragraph 6(A) (II) of its Statute and article 1(A) (2) of the 1951 Convention relating

¹ UNHCR. *Global Trends: Forced displacement in 2018*.

² Institute on Statelessness and Inclusion, *The World's Stateless*, 2014, available at <http://www.institutesi.org/worldsstateless.pdf>.

to the Status of Refugees (1951 Convention), both of which refer to stateless persons who meet the criteria of the refugee definition. UNHCR's mandate responsibilities concerning statelessness were expanded following the adoption of the 1954 Convention relating to the Status of Stateless Persons (1954 Convention), and the 1961 Convention on the Reduction of Statelessness (1961 Convention). General Assembly resolutions 3274 (XXIV) and 31/36 designated UNHCR as the body mandated to examine the cases of persons who claim the benefit of the 1961 Convention and to assist such persons in presenting their claims to the appropriate national authorities. Subsequently, the United Nations General Assembly conferred upon UNHCR a global mandate for the identification, prevention and reduction of statelessness and for the international protection of stateless persons.³ This mandate has continued to evolve as the General Assembly has endorsed the conclusions of the Executive Committee, notably Executive Committee Conclusion No. 106 of 2006 on "Identification, Prevention and Reduction of Statelessness and Protection of Stateless Persons".⁴

7. In 2011, UNHCR organized a Ministerial Meeting to commemorate the 60th Anniversary of the 1951 Convention relating to the Status of Stateless Persons, as well as the 50th Anniversary of the 1961 Convention on the Reduction of Statelessness. At this meeting, States were invited to deliver pledges related to persons of concern to UNHCR. More than 60 States and International Organizations delivered pledges on statelessness at this event, demonstrating widespread interest by the international community in addressing the problem of statelessness.
8. To capitalize on the momentum generated by the 2011 Ministerial Meeting, in 2014 UNHCR decided to launch the #IBelong Campaign to End Statelessness in 10 Years, with the Global Action Plan to End Statelessness: 2014 – 2024 (GAP) as its guiding framework. The GAP is composed of 10 Actions to be undertaken by States, with the support of UNHCR and other stakeholders, to resolve existing major situations of statelessness; prevent new cases of statelessness from emerging and to better identify and protect stateless persons. In this way, the GAP corresponds to the reduction, prevention, identification and prevention pillars of UNHCR's statelessness mandate. Other UN and international agencies, regional organizations, civil society and stateless people themselves are key stakeholders in supporting States to achieve the objectives of the GAP.
9. Each of the 10 Actions of the GAP corresponds to a significant cause or issue of statelessness. For example, Action 1 calls on States to resolve existing major situations of statelessness, and Action 3 requires States to remove gender discrimination from their nationality laws. For each of the 10 Actions, the GAP sets out available information at the time the IBelong Campaign was launched in 2014 (the Starting Point) and the Goals to be achieved under each Action by 2024. It also includes Milestones, or interim targets, in 2017 and 2020 to mark progress towards the achievement of the Goals. The Statelessness Section, with the assistance of the regional statelessness officers, has monitored progress under each of the 10 Actions by updating an achievements document, which in turn is used to inform a publicly disseminated Campaign newsletter which sets out key global achievements on a quarterly basis. A full list of the 10 Actions are in Annex 1.
10. Key actions of UNHCR and partners include identification of factors that contribute to new cases of statelessness/prevent resolutions of existing situations; assist countries in developing National Action Plans; convene country-level roundtable discussions with governments civil society, UN agencies and other stakeholders to inform National Action Plans; provide technical advice and resources to support government and stateless populations; promote the exchange of good practices in resolving statelessness; engage

³ See UNGA resolutions A/RES/49/169 of 23 December 1994 and A/RES/50/152 of 21 December 1995. The latter endorses Executive Committee Conclusion No. 78 (XLVI) – 1995.

⁴ See UNGA resolution A/RES/61/137 of 19 December 2006.

with the justice sector and the legal community; undertake global awareness-raising and advocacy on statelessness and report on the implementation of Actions every two years. Some recent accomplishments include improved global data collection on stateless populations, resulting in high quality studies in 28 countries through cooperation with the UN Statistics Commission and the World Bank; 25 accessions by countries to the 1961 Convention on statelessness since the Campaign started as well as reductions or resolutions to statelessness issues in 22 countries.

11. In 2018, the Global Compact on Refugees (GCR) was affirmed by the UN General Assembly. The GCR stresses the importance of identifying, resolving and preventing statelessness as the issue is both a cause and a consequence of refugee movements. The Compact calls for States, UNHCR and other relevant stakeholders to contribute resources and expertise to support the sharing of good, gender-sensitive practices for the prevention and reduction of statelessness, and the development of, as appropriate, national and regional and international action plans to end statelessness, in line with relevant standards and initiatives, including UNHCR's Campaign to End Statelessness. Moreover, the GCR calls for support to host countries with resources and expertise to strengthen the capacity of national civil registries to facilitate timely access by refugees and stateless persons and the establishment of mechanisms for identification, screening and referral of those with specific needs to appropriate and accessible processes and procedures.

3. Purpose and objectives of the evaluation

12. The UNHCR Evaluation Service has commissioned this evaluation at the midway point of the *Global Action Plan* to examine the effectiveness of UNHCR's initiatives to end statelessness and how it has contributed to the achievements made towards the goals of the *Global Action Plan* in order to generate timely evidence that will help to strengthen practice and advocacy efforts of UNHCR and its partners at global, regional and country levels to prevent and reduce statelessness.
13. This evaluation comes at a timely point for multiple reasons. First, the most recent evaluations UNHCR has conducted with regards to statelessness were the *Evaluation of UNHCR's Programme to Prevent and Reduce Statelessness in Crimea, Ukraine* in 2004 and the *Evaluation of UNHCR's Role and Activities in relation to Statelessness* in 2001.⁵ Second, the *Global Action Plan to End Statelessness* has reached the midpoint of its 10-year initiative and it would behove UNHCR and partners to reflect on the extent to which the framework of 10 Actions have been undertaken by States and what supports need to be further mobilised to reach its objectives in the future. Last, the U.S. Department of State Bureau of Population, Refugees and Migration (PRM) has also commissioned an evaluation of PRM-supported initiatives to prevent and reduce statelessness aimed at helping PRM and its partners, particularly UNHCR, be able to optimize statelessness initiatives. It is important that this evaluation be closely aligned and coordinated with PRM's evaluation to avoid duplication of efforts and maximise data gathering and learning opportunities that can be distilled across both evaluations.
14. This evaluation will help consolidate knowledge and learning from concerning all of the actions UNHCR has taken since before the Global Action Plan to End Statelessness was launched until 2019, reflecting on UNHCR's institutional operations and culture, as well as strategies, partnerships and innovations implemented at global, regional and country-levels.

⁵ Based on the 1974 UN General Assembly Resolution 3274, UNHCR's mandate was expanded to include stateless persons. The 2001 evaluation made a series of recommendations to the mainstreaming of statelessness initiatives into UNHCR's operations and institutional practices, including the creation of a small unit to focus on statelessness in the Division of International Protection and for each Regional Bureau to appoint a focal point on statelessness.

15. The primary audience for this evaluation is the UNHCR Senior Executive Team, the Division of International Protection (DIP), Special Advisor on Statelessness, Division of Resilience and Solutions at Headquarters, Regional Bureaux, Country Offices, implementing partners, Member States, operational partners (UNICEF, Office of High Commissioner for Human Rights, IOM, etc.) and the UN Executive Office of the Secretary General.
16. The secondary audience for the evaluation includes international and regional organizations (e.g. African Union Commission, Council for Europe, Inter-Parliamentary Union, etc.), civil-society organizations focussing on statelessness (e.g. Institute on Statelessness and Inclusion, Central Asian Network on Statelessness, East Africa Nationality Network, European Network on Statelessness, Stateless Network Asia Pacific, International Refugee Rights Initiative, Lawyers for Human Rights, etc.), faith-based organizations (e.g. World Council of Churches, World Vision) and research/academic institutions.
17. The evaluation will seek to respond to several questions related to the effectiveness of UNHCR and partners' efforts to end statelessness, particularly in supporting countries to achieve the goals of the *Global Action Plan*, and its effects on the protection, human rights and gender equity of stateless and formerly stateless persons.
18. The objectives of the evaluation are as follows:
 - The extent to which UNHCR has mainstreamed work on ending statelessness in its operational programming, partnerships and coordination as well as institutional culture and resource allocations since 2001 up to 2019--midpoint of the *Global Action Plan* campaign;
 - To determine outcomes and progress made towards preventing and ending statelessness based on the initiatives implemented by UNHCR and partners at global, regional levels and in the country case study contexts in contributing to the GAP.
 - To examine the relevance and effectiveness of UNHCR and partners' efforts to prevent and end statelessness as well as identify the factors that supported and inhibited the effectiveness of said efforts.
 - To assess the effects of UNHCR's actions to end statelessness on the protection, human rights and gender equity situation of stateless and formerly stateless persons in the country case study contexts.
 - To highlight best practices and/or lessons learned and contribute evidence and analysis that will enhance ongoing implementation and advocacy efforts of UNHCR and its partners in preventing and ending statelessness.
 - To generate recommendations on what actions UNHCR and partners should take in order to continue the momentum of global, regional and country level efforts to end statelessness.

4. Evaluation Scope and Key Areas of Inquiry

4.1. Scope

19. The scope of this evaluation will focus on UNHCR-led initiatives to end statelessness from 2001 to 2019 with a particular focus on the actions and advocacy efforts of UNHCR and partners to support the Global Action Plan to End Statelessness. The main subject will focus on how UNHCR has institutionalised its work on statelessness, positioned itself in relation to other stakeholders and contributed to ending statelessness at global and regional levels as well as in the country case study contexts. Key partners working in coalition/collaboration with UNHCR at global and regional levels and in the country case studies are included within the scope of evaluation in terms of their contributions to

advancing the goals of the *Global Action Plan*, which includes host governments, Member States, donors, civil society, faith-based organisations, UN agencies and other international/regional organizations.

20. The geographical scope of the evaluation will include UNHCR-led initiatives at global, regional and country levels (as well as their interconnections). The evaluation will include a maximum of five country case study contexts, covering most geographic regions of the world.

4.2. Key Areas of Inquiry

These areas of inquiry will be further developed during the inception phase of the evaluation to produce key questions that will guide the research.

Area of Inquiry 1: How effective have the initiatives led by UNHCR and partners been at global, regional and country levels in ending statelessness, particularly actions towards achieving the goals of the GAP? What course corrections and other supports are needed to realize the goals of the GAP?

Possible sub-areas:

- How relevant/ appropriate were UNHCR-led initiatives at global, regional and country levels?
- To what extent has UNHCR and partners been strategic in its partnerships and engagement with stakeholders in order to foster coherence?
- How effective is the tracking of progress against the Global Action Plan and the learning feedback loops in country case studies and between country, regional and global levels?

Area of Inquiry 2: What contributions have UNHCR and partners made to the achievements pursuant to the GAP at global, regional and country levels?

Possible sub-areas:

- To what extent has UNHCR and partners contributed to global, regional and national mobilization efforts to prevent and eliminate statelessness?
- What are some of the enabling and hindering factors that affect countries from achieving the goals of the Global Action Plan?

Area of Inquiry 3: What promising practices, innovations and other key learning can be distilled from the initiatives of UNHCR and partners in the country case study contexts?

Possible sub-areas:

- What promising practices and/or innovations, particularly with regards to age, gender, diversity and/or equity are there in the case studies?
- To what extent could these practices and/or innovations be replicated in other contexts?

Area of Inquiry 4: What effects have achievements from UNHCR-led initiatives, particularly with regards to the GAP, had on reducing forced displacement and the protection, human rights and gender equity situation of stateless and formerly stateless persons?

Possible sub-areas:

- Which initiatives and/or actions from the GAP had the greatest effect/impact on the protection and human rights situation of stateless or formerly stateless persons? How so?
- Which initiatives and/or actions from the GAP had the greatest effect/impact on the gender equity situation of stateless or formerly stateless persons? How so?

Area of inquiry 5: To what extent has UNHCR effectively integrated/mainstreamed actions to end statelessness in its operational programming, partnering strategies, coordination efforts and institutional culture since 2001 to the midway point of the IBelong Campaign to End Statelessness?

Possible sub-areas:

- To what extent do country operational plans prioritize initiatives for ending statelessness and how, if at all, has that changed between 2001 and 2019 in terms of funding and staff resource allocations?
- How has the launch of UNHCR's *Global Action Plan* affected institutional systems, culture, planning and practice?

Area of Inquiry 6: What recommendations can be made to further improve UNHCR and partners' strategy for assisting countries in preventing and reducing statelessness in the future?

4.3 Approach and methodology

21. The evaluation methodology should use a mixed methods approach, involving an internal document review of UNHCR data and historical information as well as a review of external documents, reports, articles and data published by other stakeholders concerning the Global Action Plan; key informant interviews with relevant UNHCR staff, implementing partners, operational partners, donors and Governments; interviews with stateless and formerly stateless persons in the country case studies; and secondary data analysis of UNHCR and partners' monitoring data.
22. Analysis of UNHCR and partner contributions to the achievements of the GAP is a critical element of the evaluation, requiring appropriate methods that will be able to infer causality such as contribution analysis, Qualitative Comparative Analysis (QCA), process tracing, etc.
23. For examining the protection, human rights and gender equity situation of stateless and formerly stateless persons, the evaluation should use qualitative research methods such as narrative analysis, life-course tracing, Most Significant Change, etc.
24. A limited number of country case studies (max 5) are envisaged, involving one field mission for collection of primary and secondary data and information from UNHCR and partners. The criteria for case study selection include countries who have made significant progress in ending statelessness as well as countries who have made little to no progress despite concentrated support from UNHCR over the past several years. This purposeful selection based on the country context and UNHCR's efforts will yield more information to the evaluation than by randomly sampling. Said missions would last 10-15 business days, depending on travel required to sub-national areas within the country. Data collection methods should include key informant interviews with UNHCR senior management, Statelessness Officers and other relevant staff, implementing partners, operational partners, government focal point for statelessness and donors; interviews with stateless/formerly stateless persons and collation of UNHCR and partner data and information.
25. A Reference Group will be created comprising members from UNHCR as well as members from 1-2 civil society organizations, 1 UN agency and 2-3 States. The main role of the Reference Group will be to provide strategic input and constructive feedback based on their organizational perspective during the inception and report review stages of the evaluation.

26. It is important that the evaluation have consultations with Regional Bureaux throughout the evaluation process, particularly in the review and comment phase of the case study reports. Therefore, a reference group will be created for all Regional Bureaux involved in the evaluation. This reference group will help inform the evaluation on the key regional stakeholders and organizations that should be included in evaluation process – inception for country case studies, data collection and report drafting. The group will also provide a space for cross-region reflection and discussion on similarities and differences arising from the country-level findings and recommendations.
27. The evaluation should also conduct a series of data sensemaking and validation workshops aimed at helping to strengthen data interpretation and analysis of the evaluation findings. The first workshop would be aimed at validating the findings from the country case studies and would include UNHCR staff from HQ, Regional Bureaux and case study countries. The second workshop would focus on the synthesized findings from global, regional and country levels and would include UNHCR Division of International Protection, Division of Resilience and Solutions and Regional Bureaux. The third workshop would discuss the synthesized findings with the Reference Group. A final in-person presentation is envisaged for the High Commissioner, Deputy High Commissioner, Assistant High Commissioner of Protection and the Assistant High Commissioner of Operations.
28. UNHCR welcomes the use of diverse, participatory, and innovative evaluation methods. The methodology – including details on the data collection and analytical approach(es) used to answer the evaluation questions – will be designed by the evaluation team during the inception phase and presented in an evaluation matrix.
29. The evaluation methodology is expected to:
 - a) Reflect an [Age, Gender and Diversity \(AGD\)](#) perspective in all primary data collection activities carried out as part of the evaluation – particularly with refugees.
 - b) Refer to and make use of relevant internationally agreed evaluation criteria such as those proposed by OECD-DAC and adapted by ALNAP for use in humanitarian evaluations⁶.
 - c) Refer to and make use of relevant UN standards analytical frameworks.
 - d) Be explicitly designed to address the key evaluation questions – considering evaluability, budget and timing constraints.
30. The evaluation team is responsible to gather and make use of a wide range of data sources and triangulate data (e.g. across types, sources and analysis modality) to demonstrate impartiality of the analysis, minimise bias, and ensure the credibility of evaluation findings and conclusions.

4.4. Data and information sources

31. Foundational documents to be reviewed include (not exhaustive):
 - Prevention and Reduction of Statelessness and the Protection of Stateless Persons No. 78 (XLVI) - 1995
 - Conclusion on Identification, Prevention and Reduction of Statelessness and Protection of Stateless Persons No. 106 (LVII) – 2006
 - UNHCR Action to Address Statelessness: A Strategy Note, 2010
 - Global Action Plan to End Statelessness: 2014 – 2024
 - Special Report – Ending Statelessness, 2014
 - IBelong Campaign Quarterly Updates since January 2015
 - Global Strategy and Implementation Plan 2018 – 2020
 - Guidance relating to programming statelessness in the Operations Plans
 - I Am Here, I Belong: The Urgent Need to End Childhood Statelessness, UNHCR, 3 November 2015

⁶ See for example: Cosgrave and Buchanan-Smith (2017) *Guide de l'Évaluation de l'Action Humanitaire* (London: ALNAP) and Beck, T. (2006) *Evaluating Humanitarian Action using the OECD-DAC Criteria* (London: ALNAP)

- "This is Our Home" Stateless Minorities and their Search for Citizenship, 2017
- IBelong Campaign website
- UNICEF – UNHCR Coalition on Every Child's Right to a Nationality website
- UNHCR Results Framework and data reported from operations in the Results-based Management information system.

4.5. Ethical considerations

32. The evaluation process should support and respect ethical participation of stateless and formerly stateless persons and meet the standards and ethics of UNHCR and the UN Evaluation Group. As the scope of the evaluation includes the participation of stateless persons, who are considered a vulnerable population, the evaluation protocol and tools pertaining to the collection and management of data pertaining to stateless and formerly stateless persons should be reviewed by an institutional ethics review board (IRB) and receive clearance prior to commencing.
33. The evaluation should adhere to UNHCR's [Data Protection](#) policy to ensure personally identifiable information is adequately safeguarded.

4.6. Evaluation Quality Assurance

34. The Evaluation Team is required to sign the [UNHCR Code of Conduct](#), complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality and [Data Protection](#) policy requirements.
35. In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the inter-connected principles of independence, impartiality, credibility and utility, which in practice, call for: protecting sources and data; systematically seeking informed consent; respecting dignity and diversity; minimising risk, harm and burden upon those who are the subject of, or participating in the evaluation, while at the same time not compromising the integrity of the exercise.
36. The evaluation is also expected to adhere with 'Evaluation Quality Assurance' (EQA) guidance, which clarifies the quality requirements expected for UNHCR evaluation processes and products. The Evaluation Manager will share and provide an orientation to the EQA at the start of the evaluation. Adherence to the EQA will be overseen by the Evaluation Manager.

5. Organisation, management and conduct of the evaluation

37. UNHCR Evaluation Service will serve as the **Evaluation Manager**. They will be responsible for: (i) managing the day to day aspects of the evaluation process; (ii) acting as the main interlocutor with the evaluation team; (iii) providing the evaluators with required data and facilitating communication with relevant stakeholders; (iv) reviewing the interim deliverables and final reports to ensure quality – with the support from the Statelessness Section in the Division of International Protection, the Special Advisor on Statelessness and a Reference Group.
38. The **Evaluation Team** should comprise a senior team leader, a subject-matter expert on the issue of statelessness, 3-4 evaluation specialists and 1 data analyst with the ability to draw upon additional resources and expertise as identified during the evaluation. The team is expected to produce written products of high standards, informed by evidence and triangulated data and analysis, copy-edited, and free from grammatical errors.

39. The language of work for this evaluation will be English, French and possibly Spanish. The deliverables will be in English.⁷

5.1 Expected deliverables and evaluation timeline

40. The evaluation should be carried out April 2020 to February 2021 with management response and dissemination occurring March to May 2021 and will be managed following the timeline tabled below and will be contracted to an evaluation firm.
41. The key evaluation deliverables will include validation workshops, reports and executive summary briefs from the country case studies as well as a synthesis report to share and disseminate key findings with UNHCR operations, Governments, donor representatives, NGOs and other partners.

6. Timeline for the evaluation

42. The evaluation process will include an inception phase, a period for data collection followed by data analysis and a series of sensemaking and validation workshops with stakeholders at various levels of the organization. After the preliminary findings have been validated, the report will be drafted, reviewed for quality assurance and finalized. A final presentation will be made to the Senior Executive Team of the findings, conclusions and recommendations from the evaluation. The Head of Service gives the final sign-off on the evaluation report; thereby, determining it as final. Additional information on each phase is provided as follows:
- **Inception phase:** The evaluation team will conduct an inception mission to HQ Geneva to meet with the Evaluation Service, Statelessness Section, senior management in DIP, Special Advisor on Statelessness and the Assistant High Commissioner for Protection to discuss the purpose and objectives of the evaluation. It is important for the evaluation team to understand how UNHCR plans to use the evaluation and how the evaluation can benefit external stakeholders as a public good. The inception phase will also include document review, key informant interviews and review of existing data sources internally and externally concerning statelessness and progress against the goals of the Global Action Plan. The final deliverable from this phase are a finalized inception report that has incorporated comments from the Evaluation Service, UNHCR HQ, country case studies and the Reference Group, including the evaluation matrix, proposed data collection tools and analytical framework.
 - **Data collection phase:** The evaluation team will collect data and information at multiple levels of the organization. This will include gathering documentation from UNHCR HQ, Regional Bureaux and country case studies; key informant interviews and focus group discussions with UNHCR staff, key partners and other relevant stakeholders at the global and regional levels as well as stateless and formerly stateless persons and governments in the country case studies. The final deliverables for this phase are the completion of data collection in each country case study and at global and regional levels.
 - **Data analysis and sensemaking phase:** The evaluation team will then analyse the data and information collected based on their analytical framework, which was reviewed and discussed with the Evaluation Service. A series of sensemaking/validation workshops will be held with the Statelessness Section in DIP, country case studies, Regional Bureaux and the Reference Group. These workshops are an important step in the evaluation process for confirming the interpretation of data and strengthening the evaluation's analysis and contextual understanding. This will help the evaluation to hone their findings, conclusions and recommendations before they draft the evaluation report,

⁷ The final evaluation report will be in English and should include an executive summary in both French and English.

helping to minimize low quality reports with weak analysis. The final deliverables in this phase are virtual sensemaking workshops completed with all country case studies and Reference Group along with meeting notes.

- **Report drafting and finalization:** The evaluation team drafts the country case study reports and synthesis report, which may go through several rounds of review. Reviewers will include the case study countries, Regional Bureaux, Statelessness Section in DIP, Special Advisor on Statelessness, the Reference Group and the Evaluation Service providing quality assurance. The Head of Service will provide final clearance on the report. The final deliverables include the evaluation report and an executive summary in English and French. The evaluation team will present the findings, conclusions and recommendations to the Senior Executive Team.

Activity	Deliverables and payment schedule	Indicative timeline	# of estimated working days*
Inception Phase			
Participate in initial briefing with the Evaluation Service and the Statelessness Section to discuss and jointly review the Terms of Reference.		Mid-April 2020	
Undertake initial document review; interviews with key stakeholders at HQ and country offices; maximum 4-day trip to UNHCR HQ in Geneva for briefings as required.	Summary notes as relevant.	Mid-April 2020	20
Submission of draft inception report,	Draft inception report, including refined key evaluation questions and relevant sub-questions; evaluation matrix, proposed detailed methodology, data analysis plan, workplan with deliverables, final report outline	Early May 2020	5
Submission of final inception report	Final inception report – including methodology, refined evaluation questions (as needed) evaluation matrix, data analysis plan and draft outline of final evaluation report. <i>PAYMENT 20%</i>	May 2020	3
Data Collection Phase			
Stakeholder interviews and document review	Virtual data collection Document review Data analysis	June 2020	15
Field missions to country case studies (up to 5 max)	Data collection at country level Debrief presentation in-country with UNHCR and other relevant stakeholders at the end of the mission Field visit summary recapping major activities, preliminary findings/areas requiring further analysis, challenges encountered and next steps (5 pg.max) <i>Payment 30%</i>	Jul.-Sept. 2020	10-15 days per field mission to a country
Data Analysis and Sensemaking Phase			
Data analysis and synthesis	Refined data analysis plan Data summary tables shared with UNHCR	Sept.-Oct. 2020	30
Data analysis and sensemaking meetings with UNHCR Evaluation Service and other relevant stakeholders	Meeting notes with further analysis needs identified and follow-up actions listed		
Virtual validation workshops of the preliminary findings for each country case study and Regional Bureaux (up to 5 max)	PowerPoint presentations per case study; meeting notes	Oct. 2020	3
Virtual or in-person workshop with UNHCR stakeholders of the synthesized findings from global, regional and country-levels	PowerPoint presentations per case study; meeting notes	Oct. 2020	2
Virtual workshop with the Reference Group of the preliminary findings	PowerPoint presentation; meeting notes <i>Payment 25%</i>	Nov. 2020	2

Report Drafting and Finalization Phase			
Submission of draft report for each country case study and a synthesis write-up of analysis from global, regional and country levels	Country case study reports (max 20 pg. each with executive summary) Synthesis report of findings (max 50 pg.)	Dec.-Jan. 2021	15
In-person briefing with UNHCR Senior Executive Team	PowerPoint presentation; meeting notes	Jan. 2021	2-3
Submission of final reports and Executive Summary	Country case study reports (max 20 pg. each with executive summary) Synthesis report of findings (max 50 pg.) Executive summary in French and English PAYMENT 25%	Feb. 2021	10
In-person presentation or virtual webinar for States, UN agencies, UNHCR's implementing partners, civil society groups, etc.	Dissemination powerpoint and evaluation brief (5 page summary of evaluation findings, conclusions and recommendations)	Feb. 2021	3

*This is an estimate of minimum working days and does not equate to the intended number of total person days. Evaluation teams will need to specify the expected level of effort of each team member (person days) and calculate the total number of days worked for the team. For example, if 2 people are tasked to conduct fieldwork for 2 case studies each and each person spends 10 days collecting data and 3 days analysing data, the number of person days is calculated as such: 2 persons X 13 working days X 2 case studies = 52 person days.

7. Evaluation team qualifications

43. **Functional requirements** for an evaluation team comprising multiple team members. The evaluation team should be able to work in English, French and Spanish.

Evaluation Team Leader

- A graduate degree in International Affairs/Relations, Economics, Sociology or area related to the subject of the evaluation.
- Minimum of 15 years of experience conducting large centralized evaluations of global, regional and country level initiatives.
- Demonstrated experience and understanding of UN or other large organizations/governments.
- Proven experience in successfully leading an evaluation/research team and managing team members remotely.
- In depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Previous evaluation experience in a range of geographic regions.
- Experience leading a team comprising international and national team members.
- Strong facilitation/presentation skills with experience presenting to senior executives.
- High proficiency in English; additional language expertise in Spanish or French preferable.

Subject-matter Expert on Nationality and Statelessness

- A graduate degree in international refugee law or human rights and justice, including statelessness.
- Minimum of 10 years of experience conducting policy research at global, regional and country levels.
- Proven experience working on issues of nationality and statelessness.
- Demonstrated experience and understanding of UN or other large organizations/governments.
- Working knowledge of statelessness issues across several geographic regions of the world.

- High proficiency in English; additional language expertise in Spanish or French preferable.

Evaluation Team Members (Minimum Qualifications)

- Graduate degree in International Affairs/Relations, Social Science, Law or other relevant area plus a minimum of 8 years of relevant professional experience for the evaluation specialist and 4 years for the data analyst.
- Proven experience (minimum 8 years) in research or evaluation, carrying out mixed methods evaluations or research.
- Expertise in carrying out qualitative and quantitative data collection and rigorous analysis for evaluation purposes.
- Strong expertise in facilitating workshops aimed at sensemaking, data interpretation and synthesis across multiple data sources and types.
- High proficiency in English; additional language expertise in Spanish or French preferable.

8. Evaluation team selection criteria and bid requirements

44. Technical criteria used to evaluate proposals will comprise 70% of the total score while the remaining 30% is based on the financial offer. The Technical offer will be evaluated using the following criteria:
- Proposed services: Approach and methodology to the evaluation (max 35 points)
 - Team Composition and Strength: Number of people, qualifications and relevant experience (max 15 points)

The bid should include the following components:

- Proposed services: A statement detailing the methodology and tools you propose for this evaluation, important constraints/risks to the evaluation study that should be taken into consideration and mitigation strategies, expected level of effort (# of days and team size) and what quality assurance measures would be taken.
- Team Composition and Strength: Bidders should indicate the composition and qualifications of each proposed team member; their role and experience working together in carrying out this type of evaluation as well as additional resources within the company that could be tapped into in future years as needed. Please submit the names and CVs of all proposed members.
- 1 example evaluation report from previous work that demonstrates relevant experience to the requested services in this ToR.

Annex 2 – Evaluation Matrix

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
1. What contributions have UNHCR and partners made at global, regional and country levels to ending statelessness? To what extent have these contributions led to sustainable and intended results? How does COVID-19 and other possible crises effect the sustainability of such contributions?	1.1 How relevant / appropriate were UNHCR-led initiatives in different workstreams and contributions at global, regional and country levels to prevent and eliminate statelessness?	Relevance, coherence, impact	<ul style="list-style-type: none"> - Perception of UNHCR staff, partners and national governments on the relevance and appropriateness of UNHCR-led initiatives to prevent and eliminate statelessness - The extent to which UNHCR-led initiatives have led to situations of statelessness being resolved - The extent to which UNHCR-led initiatives created unintended or unexpected contributions (positive or negative) - The extent to which UNHCR has achieved the 2017 and 2020 targets outlined in the GAP - The extent to which UNHCR-led initiatives before or outside of the GAP and #IBelong Campaign have contributed to the prevention of statelessness 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, partners, external experts, national government staff) - UNHCR background documents (including APRs) - RBM impact area results - GAP Map records and various progress reports 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey - Background document desk review - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs, global survey and document review - Quantitative analysis on the differences between GAP targets and achievements 	<ul style="list-style-type: none"> - Availability of staff members, partners and government officials for interviews / survey - Availability of background documentation - Key stakeholder interviews to be arranged - Reliability of quantitative data
	1.2 To what extent have partnerships with key stakeholders contributed to coherent actions towards the sustainable prevention and elimination of statelessness?	Relevance, coherence, impact	<ul style="list-style-type: none"> - Perception of implementing partners, other coalition members and UNHCR staff on effectiveness of collaboration activities to the sustainable prevention and elimination of statelessness - Perception of actors engaged in the #IBelong Campaign on the effectiveness of partnership and coordination strategies - Perception of implementing partners, other coalition members and UNHCR staff on effectiveness of collaboration on Multi-Year, Multi-Partner strategies (where applicable) - Adequacy of the range of partners that UNHCR engages and collaborates with for the sustainable prevention and elimination of statelessness - Extent to which UNHCR monitors and reports on its contributions to statelessness objectives within the SDGs 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, partners, external experts, national government staff, other UN agencies, other partners) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members and partners for interviews / survey - Availability of background documentation - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
2. To what extent have UNHCR initiatives on statelessness led to demonstrable change in the lives of stateless people, formerly stateless people and those at risk of statelessness?	2.1. Have UNHCR-led initiatives, prior to and within the framework of the GAP, addressed or impacted the protection and human rights situation of stateless and formerly stateless persons and those at risk of becoming stateless? How so?	Relevance and impact	<ul style="list-style-type: none"> - The reliability of data on statelessness and the extent of UNHCR's efforts to strengthen data - Perceptions on the extent to which UNHCR-led initiatives and/or GAP actions have addressed or impacted the protection and human rights situation of stateless and formerly stateless people and those at risk of becoming stateless - Examples of initiatives that UNHCR has led to address or impact the protection and human rights situation of stateless and formerly stateless people and those at risk of becoming stateless - Extent to which PoC identify substantial and meaningful changes to their rights and situations as a result of positive policy and practice changes related to statelessness, as well as activities focused on the needs of individuals. 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, external experts, CSOs that work directly with stateless populations) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless /formerly stateless/ at-risk of statelessness) - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews/ surveys - Availability of background documentation - Key stakeholder interviews to be arranged
	2.2. Have UNHCR initiatives and/or GAP Actions addressed or impacted the gender equity situation of stateless and formerly stateless persons and those at risk of becoming stateless? How so?	Relevance and impact	<ul style="list-style-type: none"> - Perceptions on the extent to which UNHCR-led initiatives and/or GAP actions have addressed or impacted the gender equity situation of stateless and formerly stateless people and those at risk of becoming stateless - Examples of initiatives that UNHCR has led to address or impact the gender equity situation of stateless and formerly stateless people and those at risk of becoming stateless 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, external experts, CSOs that work directly with stateless populations) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless /formerly stateless/ at-risk of statelessness) - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
3. To what extent have UNHCR and partners successfully implemented actions and activities outlined in the GAP? What course corrections or alternative activities / interventions are needed from UNHCR to better support States in implementing the 10 Actions outlined in the GAP and to achieve the goals of the GAP?	3.1 To what extent have UNHCR and partners' actions to implement the GAP addressed the legal, political, social, economic, administrative and cultural causes of statelessness?	Relevance	<ul style="list-style-type: none"> - The degree to which GAP actions address the legal, political, social, economic and cultural causes of statelessness - The extent to which UNHCR and partners' actions to implement the GAP, including capacity development activities, have addressed each of the different types of causes - The extent to which UNHCR has achieved GAP targets for 2017 and 2020 on actions that address the causes of statelessness 	<ul style="list-style-type: none"> - UNHCR background documents (including GAP, APRs and GSIP documents) - GAP Map tracking of results - RBM impact area results - Key informants (UNHCR staff, partners, national government staff, CSOs that work directly with stateless populations) 	<ul style="list-style-type: none"> - Global and RB KIs - Country case study KIs - Global survey - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless /formerly stateless/ at-risk of statelessness) 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIs and secondary reading - Triangulation of information gathered from KIs, global survey and document review - Quantitative analysis on the differences between GAP targets and achievements 	<ul style="list-style-type: none"> - Availability of staff members and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged - Reliability of quantitative data
	3.2 How effectively has UNHCR tracked progress against the GAP, followed up on HLS pledges and established learning feedback loops between country, regional and global levels?	Effectiveness and relevance	<ul style="list-style-type: none"> - The extent to which UNHCR monitors States' progress on GAP actions and HLS pledges - The extent to which States have fulfilled or acted on pledges with the support of UNHCR - Perceptions around the extent to which UNHCR communicates with States about and in support of their actions and pledges - The extent to which UNHCR shares learning at different levels of the organization on best practices for supporting States to achieve their actions/pledges and overcoming associated challenges that they face in doing so. - Perceived usefulness of UNHCR operational guidance for activities and programming related to statelessness. - Coverage of GAP targets in UNHCR RBM system indicators and reporting - Effectiveness of GAP Map and other stand-alone reporting systems in augmenting or enhancing RBM system coverage 	<ul style="list-style-type: none"> - RBM impact area results - Global Results Framework - GAP Map records and various progress reports - UNHCR background documents (including GSIP, GISP tracking records, APRs and records on pledges) - Key informants (UNHCR staff, national government staff) 	<ul style="list-style-type: none"> - Global and RB KIs - Country case study KIs - Background document desk review 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIs, quantitative data on the percentage of fulfilled pledges, progress on GAP actions and secondary reading - Triangulation of information gathered from KIs, global survey and document review 	<ul style="list-style-type: none"> - Availability of staff members for interviews / survey - Availability of background documentation and records - Key stakeholder interviews to be arranged - Reliability of data on pledge fulfilment

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
	3.3 What enabling or hindering factors influenced States' achievements of the Gap Actions and overall efforts to end statelessness? Did the activities outlined in the GAP and broader efforts and their implementation by UNHCR and partners to-date adequately address these factors?	Effectiveness and relevance	<ul style="list-style-type: none"> - Perceptions of UNHCR, partners, CSOs, academia, inter-governmental bodies and national governments on enabling and hindering factors - Perceptions of UNHCR, partners, CSOs, academia, inter-governmental bodies and national governments on relevance and effective implementation of GAP activities towards addressing these factors - Perceptions of the effectiveness of UNHCR's efforts to build capacities of national governments around the issue of statelessness 	- Key informants (UNHCR staff, partners, external experts, national government staff)	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and global survey 	<ul style="list-style-type: none"> - Availability of staff members, partners and government officials for interviews / survey - Key stakeholder interviews to be arranged
	3.4. How effectively has the GAP guiding framework informed UNHCR and partner policy and public advocacy strategies to address statelessness?	Effectiveness and relevance	<ul style="list-style-type: none"> - The perceived usefulness of the GAP as a guiding framework for mobilizing States to take action on statelessness through National Action Plans and other initiatives - The extent to which the GAP is referenced in strategies, advocacy documents and high level communications issued by UNHCR on subject matters that are broader than statelessness (e.g. the Global Compact on Refugees, or statements by the High Commissioner) - Degree and extent to which changes in law, policy or practice attributed to some extent to UNHCR and partner advocacy strategies - Extent to which UNHCR advocacy led to pledges at the HLS and their subsequent implementation 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, external stakeholders working in protection and statelessness) - UNHCR background documents (including GAP and letters from the High Commissioner, Regional Directors, Country Representatives?) 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs, global survey and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and government officials for interviews / survey - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
	3.5 What opportunities and challenges does UNHCR need to address to better support States to achieve the goals laid out in the GAP, taking into account the emerging effects of the COVID-19 pandemic?	Effectiveness, relevance, and coherence	<ul style="list-style-type: none"> - The perceived opportunities that UNHCR can make the most of to support the implementation of the GAP - The perceived challenges that UNHCR should be aware of (including challenges posed by COVID-19) and ways to mitigate these - The extent to which statelessness is incorporated into broader UNHCR organizational strategies - Perceived opportunities around engaging with the skills and capacities of other actors working on statelessness issues (e.g. through UN Reform) 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, partners, external experts, national government staff, REGs) - UNHCR background documents - Peer-reviewed studies and grey literature 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey - Background document desk review - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs and secondary reading - Triangulation of information gathered from KIIs, global survey and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and government officials for interviews / survey - Availability of background documentation - Key stakeholder interviews to be arranged
4. What promising practices, innovations and other key learning can be distilled from the initiatives of UNHCR and partners in the case study contexts or other evidence sources?	4.1 What promising practices and / or innovations, particularly with regards to age, gender, diversity and / or equity are demonstrated in the case studies?	Cross-cutting, all DAC	<ul style="list-style-type: none"> - Examples of best practices and innovation relating to age, gender, diversity and / or equity in the case studies - The extent to which UNHCR is monitoring the impact of its initiatives on groups based on age, gender and diversity. 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, CSOs that work directly with stateless populations, REGs) - UNHCR background documents - External documentation on best practices in these areas 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless/ formerly stateless/ at-risk of statelessness) 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs, global survey and document review - Comparison with good practices outside of the organization 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged - Sourcing external documentation

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
	4.2 To what extent could these practices and / or innovations be replicated in other contexts?	Cross-cutting, all DAC	<ul style="list-style-type: none"> - Perceptions of, or examples of, UNHCR's efforts and/ or ability to replicate best practices and innovations in other contexts - Extent to which systems are in place to assess replicability of and disseminate good practices (knowledge management) 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, external experts, CSOs that work directly with stateless populations, REGs) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless/ formerly stateless/ at-risk of statelessness) - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs and secondary reading - Triangulation of information gathered from KIIs, global survey and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged
	4.3 What challenges can be distilled from the case-study contexts and how have they impacted on the ability of UNHCR and partners to prevent and eliminate statelessness?	Cross-cutting, all DAC	<ul style="list-style-type: none"> - Types and underlying causes of challenges to implementing UNHCR's efforts to prevent and eliminate statelessness - Degree to which challenges identified are common across different contexts or unique to particular contexts 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, external experts, CSOs that work directly with stateless populations, REGs) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSOs and others that work directly with PoC (stateless/ formerly stateless/ at-risk of statelessness) - Regional Engagement Groups 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs and secondary reading - Triangulation of information gathered from KIIs, global survey and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
5. To what extent has UNHCR effectively integrated / mainstreamed actions to end statelessness in its operational programming, partnering strategies, advocacy efforts, coordination efforts and institutional culture since 2001 to the midway point of the #IBelong Campaign to End Statelessness?	5.1 To what extent have global, regional and country budgets and country operational plans supported and prioritized initiatives for ending statelessness and how, if at all, has that changed between 2001 and 2019 in terms of funding and staff resource allocations?	Coherence and efficiency	<ul style="list-style-type: none"> - Extent to which stateless budgetary needs are met and how this has changed over time - Extent to which staffing needs are met and this has changed over time - Inclusion of statelessness initiatives in budgets of different pillars and at different levels of the organization - Perceptions on the extent to which UNHCR prioritizes statelessness in fundraising efforts - Extent to which UNHCR has secured diversified sources of funding to ensure sustainable resource mobilization for statelessness - Degree to which the sensitivity of statelessness issues influence prioritization of related work 	<ul style="list-style-type: none"> - UNHCR financial data at all levels of the organization (including OLS and OPs) - UNHCR staffing levels for statelessness - Data on projected budgetary and staffing needs for statelessness activities - Key informants (UNHCR staff) - Global survey 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey - Administrative document desk review 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs and secondary reading - Quantitative analysis of financial and staffing data - Triangulation of information gathered from KIIs, quantitative analysis and administrative document review 	<ul style="list-style-type: none"> - Availability of financial data going back to 2001 - Availability of data on resource needs for statelessness - Availability of staff members for interviews - Key stakeholder interviews to be arranged - Quantity and reliability of quantitative financial and staffing data
How might ongoing institutional reforms and change processes affect the focus and prioritization of UNHCR and partners' actions to prevent and eliminate statelessness?	5.2 How has the adoption and implementation of UNHCR's GAP affected institutional systems, culture, staffing, capacity, planning and practice? To what extent have these evolved to support UNHCR's campaign to end statelessness more broadly?	Coherence and sustainability	<ul style="list-style-type: none"> - Perceptions of UNHCR staff on the extent to which institutional systems, culture, staffing, capacity, planning and practice support the statelessness mandate as a core priority of the organization - Perceptions of UNHCR staff on the extent to which the GAP has affected institutional systems, culture, staffing, capacity, planning and practice - Consistency of interpretation of UNHCR's mandate and strategy relating to statelessness across the organization - # of staff receiving training on statelessness 	<ul style="list-style-type: none"> - Background documents including UNHCR guidance, APRs, Global Strategic Priorities, other strategies and policies - Key informants (UNHCR staff) - Global survey 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey - Background document desk review 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members for interviews / survey - Availability of background documentation - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
	5.3. To what extent has UNHCR systematically addressed statelessness issues in its work on forced displacement and on finding durable solutions for refugees? How so?	Relevance and coherence	<ul style="list-style-type: none"> - Perceptions on the extent to which UNHCR is incorporating statelessness issues into its work on forced displacement - Examples of UNHCR-led initiatives that intentionally connect UNHCR's work on statelessness issues into its work on forced displacement (refugees, IDPs and returnees) - Perceptions of UNHCR staff on possible impacts of the Global Compact on Refugees on the prioritization of UNHCR and partners' actions related to statelessness 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national government staff, other UN agencies, other partners, CSOs that work directly with stateless populations) - UNHCR background documents 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review - Engagement with CSO that work directly with PoC (stateless/ formerly stateless/ at-risk of statelessness) 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members, partners and CSO staff working with stateless populations for interviews / surveys - Availability of background documentation - Key stakeholder interviews to be arranged
	5.4. How might ongoing institutional reforms including decentralization, Results Based Management, and the Data and Digital Transformation affect the focus and prioritization of UNHCR and partners' actions to prevent and eliminate statelessness?	Coherence and sustainability	<ul style="list-style-type: none"> - Perceptions of UNHCR staff on possible impacts of decentralization, the RBM, and the Data and Digital Transformation on the prioritization of UNHCR and partners' actions related to statelessness - The extent to which the RBM system tracks progress on statelessness 	<ul style="list-style-type: none"> - Key informants (UNHCR staff) - Background documents, including RBM documents - Global survey 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Background document desk review 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moments reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members for interviews / survey - Availability of background documentation - Key stakeholder interviews to be arranged

Revised Evaluation Questions	Revised Sub-Questions	OECD-DAC / ALNAP Criteria	Indicator / measure of progress	Data Sources	Data Collection Methods	Data Analysis Methods / Triangulation	Evidence Availability / Reliability
	5.5. To what extent has UNHCR integrated / mainstreamed statelessness into coalition building efforts and the way partners are selected, engaged, and coordinated with at country, regional, and global levels?	Coherence and sustainability	<ul style="list-style-type: none"> - Perceptions of UNHCR staff and partners on the extent to which the organization is successfully seeking and building strong coalitions and partnerships with coherent priorities and high levels of accountability at country, regional and global levels - Stakeholder perspectives on the quality of established partnerships and broader coalitions - The extent to which partners have a common understanding of UNHCR strategy and goals on the issue of statelessness 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, partners) - Global survey 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs, critical moment reflections and secondary reading - Triangulation of information gathered from KIIs and document review 	<ul style="list-style-type: none"> - Availability of staff members and partners for interviews / survey - Key stakeholder interviews to be arranged
	5.6 To what extent have UNHCR's policy and public advocacy efforts in support of the #IBelong Campaign benefited from coherent and full-institutional support within UNHCR?	Coherence	<ul style="list-style-type: none"> - Evidence of consistent leadership within UNHCR on the prioritization of statelessness within the organization, with States and with other partners - The perceived relevance of the UNHCR advocacy toolkit to issues relating to statelessness and its coherence with the #IBelong campaign - Degree to which advocacy efforts have been adequately staffed and coordinated across divisions - Adequacy of knowledge, skills and experience among UNHCR staff to engage in public and policy advocacy - Stakeholder perceptions on the extent to which UNHCR is making the most of momentum provided by the #IBelong campaign to mobilize States to prevent and eliminate statelessness - Level of investment in the #IBelong campaign over time - Changes in the number of #IBelong publications per year over time 	<ul style="list-style-type: none"> - Key informants (UNHCR staff, national governments, other partners, CSOs that work directly with stateless populations) - Global survey - Administrative documents on the #IBelong Campaign - Background documents on the #IBelong Campaign 	<ul style="list-style-type: none"> - Global and RB KIIs - Country case study KIIs - Global survey 	<ul style="list-style-type: none"> - Thematic analysis of qualitative information gathered during KIIs and secondary reading - Triangulation of information gathered from KIIs and document review - Quantitative analysis of investment in #IBelong campaign and # of publications over time 	<ul style="list-style-type: none"> - Availability of staff members and partners for interviews / survey - Key stakeholder interviews to be arranged - Reliability of quantitative data

Annex 3 – Evaluation Methodology

1. This annex presents the methodology used during the evaluation in four sections. It provides an overview of the evaluation approach; presents the data collection methods used; identifies limitations to the data collection.

1. Overview of Evaluation Approach

2. To effectively address the questions identified in the Evaluation Matrix according to available documentation and evidence, this evaluation followed a modified process tracing framework⁸. The approach to process tracing was adapted for explaining drivers of change within and external to the work of UNHCR. This approach enabled the evaluation team to (i) investigate the role of UNHCR's activities, partnerships, and institutional structure, investments in, and culture around statelessness in contributing to or hindering progress on UNHCR's statelessness goals, and (ii) identify areas of best practice and innovation, while providing concrete recommendations for achieving the aims of GAP in the next five years according to a range of country contexts, regional dynamics, and diverse types of statelessness.

3. The analytical framework drew inspiration from systems thinking, noting spheres of direct control (UNHCR activity and institutional mainstreaming focused), direct influence (achievement of key outcomes or shared milestones, partnerships), and indirect influence (actions by States and other external bodies). Boundaries for each sphere were identified in the discussion of what was achieved, how it was achieved, and limitations on progress.

4. The key steps for this modified framework included:

- Confirming UNHCR's expected outcomes (intermediate and final) and goals for its work on statelessness, according to its mandate and the objectives set forth in the GAP. Identify boundaries of responsibility for each outcome and goal. Establishing this at the global level, as well as for specific country cases and their regional settings.
- Assessing what has been done by UNHCR, partners, and States in the aim of achieving these expected outcomes and goals, documenting the contributing and hindering factors, activities, milestones and key events, and institutional investments, reforms, and culture. Building a storyline of this process.
- Identifying and evidencing the degree to which any of the expected outcomes and goals have or have not materialized, as well as any relevant unexpected or unintended outcomes (positive or negative). Identifying explanations for how the outcomes were achieved or hindered, as linked to the work of UNHCR, partners, States, and other stakeholders that is addressed in step 2.
- Using triangulation and areas of recurrence or patterns across evidence types and country cases to verify findings for steps 2 and 3, weighing the strength of available evidence to assert clear theories of change and determine recommendations for the remaining period of the GAP.

5. The evaluation followed a mixed methods approach, drawing on qualitative and quantitative evidence and analytical techniques. The combination of methodologies created a robust evidence base to inform decision making on the remaining years of the GAP, as well as ensure validity and depth of findings. The methodology followed a sequenced approach to evidence generation, with each layer of evidence informing the next.

⁸ Methodology is adapted from Process-Tracing Methods: Foundations and Guidelines (Beach and Pedersen 2013) according to (1) guidance from the Center for Development Impact (see Number 10 Practice Paper Annex, April 2015, "Applying Process Tracing in Five Steps") and (2) the tested modifications applied through Oxfam's evaluation approach as described in the Oxfam Process Tracing Protocol.

6. Five primary approaches for data collection and analysis were applied in addressing the evaluation questions and according to the key steps outlined above for the evaluation framework: (i) desk study, (ii) global UNHCR staff survey, (iii) global key informant interviews, (iv) regional engagement group (REG) dialogues, and (v) case studies.

7. The evaluation adopted a largely open-ended approach to identifying what has or hasn't changed and the factors driving or hindering change, guided largely by the GAP and the accompanying Global Implementation Strategy (GSIP) documents from 2016-2018 and 2018-2020 as UNHCR's established objectives and targeted activities for its statelessness work. UNHCR's Results Based Management system, as well as DIP's 'Guidance on Operational Activities to Address Statelessness' and 'Guidance relating to programming statelessness in the Operations Plans' (i.e. guiding documents for interpreting the RBM according to the GAP) were also consulted. The sequenced approach to evidence generation combined with a semi-structured approach to interviews and group discussions helped to ensure meaningful inputs according to the unique experiences and perspectives of participants in these exercises.

8. A significant part of the process tracing framework outlined above was the development of 'storylines' to document and assess the scope of activities, milestones, and investments made by UNHCR, partners, and States to eradicate statelessness. Storylines were largely developed through a 'critical moments reflection' methodology applied during the country case studies through remotely facilitated workshops. Results from the reflection exercises were analyzed across country cases at regional and global levels, factoring in information from the desk study, the global survey, global KIIs, and the REG dialogues to ensure that storylines are valid and inclusive of the full range of intersecting global, regional, and country dynamics. Crafting storylines in a participatory manner enabled the evaluation to capture key lessons learned and innovative practice within country cases.

9. The initial selection of cases by the ES was based on an assessment of the i) financial investment by UNHCR between 2013 and 2019, ii) population size of stateless persons reported by UNHCR or another credible source, iii) significance of progress made against the GAP or little progress made in relation to financial investments of UNHCR, and iv) factors contributing to statelessness that are representative of the region or new and emerging issues that affect multiple States in the region. Three additional regional case studies, for the Americas, Europe and MENA, have been added to the evaluation design, based on feedback from the evaluation reference group and to ensure coverage, credibility and utility for both learning and accountability.

10. In line with UNHCR's AGD policy,⁹ protection, age, gender, and diversity were carefully considered when developing the global survey and KII questionnaires, topic discussion guides for group meetings or workshops, and across the process of country case selection.

⁹ UNHCR, 'UNHCR Policy on Age, Gender and Diversity': <https://www.unhcr.org/5aa13c0c7.pdf>

Table 4 – Data Collection Methods

Collection Method	Reason for Use	Scope	Evaluation Phase
Desk study	Established contextual understanding on the history of statelessness work at UNHCR, the process and extent to which statelessness is mainstreamed into the organization, and the external trends influencing UNHCR's work and global outcomes on statelessness. Secured data points on critical events at global level for storylines. Captured primary data on UNHCR statelessness activities, achievements, partnerships, and messaging (internal and external). Collected primary data on organizational structure, level of resourcing on statelessness, and other relevant systems or reforms impacting the work of statelessness within UNHCR. Provided secondary data on the experiences of POC, as required. Informed the development of data capture tools and topic guides created for the country case studies. Supported triangulation and process verification with the desk study and key informant interviews.	2001-2019 Available literature and documentation from before 2013 was reviewed to develop a timeline and storyline and understand the factors that influenced the increasing attention to UNHCR's statelessness mandate. All other lines of inquiry focused on data, documents and literature from 2013-2019. Implementing partner reports were reviewed only for case studies. Other global partner and coalition publications were prioritized based on their relevance to the evaluation questions.	Initiated during the inception phase and completed during the first data collection phase.
Global survey	Collected quantitative and qualitative data from a global sample of UNHCR staff on their perceptions and experiences with internal and external statelessness work, achievements, and contextual factors affecting UNHCR's mandate on statelessness and realization of the GAP objectives. Where relevant, secured factual information on statelessness activities and geographic contexts. Informed the development of data capture tools and topic guides created for the country case studies. Supported triangulation and process verification with the desk study and key informant interviews (global and regional). Ensured a diverse data set on country and regional experiences.	Last 5 years (2014), , covering previous and current posts for perceptions / institutional questions while focusing only on current post for context specific questions. Targeted participants include Country Representatives, protection and statelessness staff and external relations staff (or equivalent positions for each of these posts) in all UNHCR COs.	Initiated and completed in the first stage of the data collection phase.
Global key informant interviews	Captured qualitative information from internal and external key informants on individual attitudes, experiences, and knowledge on the work done by UNHCR, partners, and States in the effort to eradicate statelessness. Secured data points on critical events for storylines. Identified key milestones, factors hindering or driving progress, and innovative or best practice examples. Supported triangulation and process verification with the desk study and global survey, while ensuring opportunities for clarification and depth of explanation on issues highlighted during those exercises. Informed the development of data capture tools and topic guides created for the country case studies.	2001-2019, considerations for the future. Key informants selected based on initial document review and interviews and stakeholder recommendations. For key informants with knowledge about the 2001-2013 period interviews will cover questions related to institutionalization and other key trends. For other key informant interviews will focus specifically on the events, lessons and progress of the Campaign and key influencing factors.	Initiated during the inception phase and completed during first and second data collection phase.

Collection Method	Reason for Use	Scope	Evaluation Phase
Regional Engagement Group dialogues	Captured qualitative information from external partners and stakeholders on individual, sector, and institutional attitudes, experiences, and knowledge on the work done by UNHCR, regional partners, and States in the effort to eradicate statelessness. Secured data points on critical events at regional levels for storylines. Identified key achievements or milestones, factors hindering or driving progress, and innovations or lessons learned. Explored perspectives on UNHCR's approach to partnerships or collaborations, and perspectives on the GAP. Supported triangulation and process verification with the country case studies.	Last 5 years (2014). REG members outlined particular themes of interest to explore within their region with guidance from the evaluation team to ensure that conversations were geared towards answering the evaluation questions.	Established and initiated during the desk review phase and conducted during second data collection phase.
Case studies	Established contextual understanding and capture primary data at field level of the work done by UNHCR, partners, and States on statelessness. Investigated trends influencing success or delays on progress according to chosen activities or approaches to influencing States, levels of investment, types of statelessness, political will, and other factors believed to contribute to change. Collected primary data on the office structure, level of resourcing on statelessness, and other relevant systems or reforms impacting the work of statelessness within the country offices. Secured data points on critical events at country and regional levels.	2014-2019, considerations for the future. Case studies provided for in-depth examination on UNHCR and partner contributions to ending Statelessness and specifically the achievement of GAP actions. The scope of engagement also focused on explanatory factors for performance results and assumptions.	Conducted during second data collection phase.

2. Sampling

11. Four country case studies were conducted, which included Cote d'Ivoire, Kenya, the Philippines and Tajikistan, while regional case studies were conducted in the Americas, Europe and MENA. The criteria for case study selection included countries that have made significant progress in ending statelessness, as well as country operations that have faced significant challenges in their efforts to eradicate statelessness. This purposeful selection based on the country context and UNHCR's efforts will yield more information to the evaluation than randomly sampling. Within these case studies, key informants were selected by relevance and involvement of position in statelessness activities, and included UNHCR staff members and representatives from partner organizations (including coalition partners, governments and implementing partners).

12. A global Reference Group was created comprising members from UNHCR as well as members from civil society organizations, UN agencies and national governments. Members were selected based on their strategic input on statelessness issues. The main role of the Reference Group was to provide strategic input and constructive feedback based on their organizational perspective during the inception and report review stages of the evaluation. A similar sampling method was undertaken for regional engagement groups.

Annex 4 – Summary Case Study Reports

Annex 4.1. Cote d'Ivoire Country Case Summary

1. Introduction

1.1. Overall project introduction

1. This country case summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.

1.2. Country case introduction

2. This case study is based on information collected between October and December 2020 using key informant interviews, document and records review (i.e., reports, Country Operation Plan, Project Agreements, government policy/decrees), and a consultative online workshop with the Cote d'Ivoire Country Office to review activities, achievements and key influencing factors in relation to its work on statelessness. Its purpose is to provide country level inputs and insights on the subject matter of the evaluation. Twenty stakeholders were consulted in the process.
3. When reading this case study, its content should be considered in light of COVID-19 restrictions, which meant that data collection was done entirely remotely, somewhat limiting the evaluation team's engagement with stakeholders.

2. Context

4. Statelessness in Cote d'Ivoire is linked to the country's history of immigration and application of its nationality law since independence in 1960. Colonial forced relocation schemes and liberal labor migration policies after independence resulted in a significant number of migrants settling in the country. These historic immigrants and their descendants no longer have proof of ties to their place of origin and do not fulfill the *jus sanguinis* criteria for Ivorian nationality, or they cannot provide proof of their claim. Another group of stateless persons include children of unknown parentage who do not benefit from citizenship according to the current nationality law, a phenomenon exacerbated by displacement during the civil war.
5. The decade long conflict and insecurity that started during the economic downturn in 2002 and ended a decade later was fanned and fueled by identity-based politics. Accordingly, the Ouagadougou Peace Agreement of 2007 called for the provision of birth and nationality certificates and the 'simplification' of naturalization procedures. The Ivorian Government estimates that 1.65m persons, 6% of the population, cannot prove Ivorian nationality and are at risk of statelessness. Of these, 76% are presumed Ivorian and 24% from other West Africa countries.¹⁰
6. UNHCR and the Government work together closely and have a long-standing relationship built over the years of addressing statelessness since the 1990s. The partnership consisted of intensive collaboration supporting refugees from neighboring countries and Ivorian Internally Displaced Persons (IDPs) and returnees. UNHCR entered into formal partnerships in 2010 with the Ministry of Justice and Human Rights and the Directorate of Aid and Assistance to Refugees and Stateless Persons (DAARA) in the Ministry of Foreign Affairs, which include financial, technical and strategic/advocacy support from UNHCR.

¹⁰ Cartographies des Personnes à Risque d'Apatridie (CAPRA), National Institute of Statistics and UNHCR (2019).

UNHCR also partnered with the National Institute of Statistics to map persons at risk of statelessness.

7. Another key partner is the Association of Women Lawyers of Cote d'Ivoire (AFJCI) which support a network of currently 27 focal points across the country that provide legal advice, and casework and communications support. A two-year partnership with the international NGO Search for Common Ground (SFCG) focused on communication. In addition, UNHCR has facilitated coalitions, specifically the establishment of networks of CSOs, journalists, academics and local radio stations, for the purposes of policy advocacy and communication, the former to counter disinformation and bias as regards nationality rights and civil registration and promote understanding. UNHCR engages in project-based collaboration with UNICEF, specifically to promote and support civil registration of children, and UNESCO for translation. UNHCR engages with UNFPA to promote statelessness issues in the census, as well as the UN Sustainable Development Cooperation Framework (UNSDCF) process.
8. Contemporary statelessness in Cote d'Ivoire is due to the following drivers:
9. **Lack of safeguards against statelessness in nationality law**, particularly for foundlings. The law also has discriminatory elements, particularly in restricting naturalized women in conferring their Ivorian nationality to their children. Additionally, the naturalization provision discriminates based on disability, as nationality is not available to a person with mental or physical disabilities.¹¹
10. **Discrimination and politicization of the concept of Ivorian nationality.** Nativist and xenophobic discourse confound government efforts to reform the nationality law and regulate historic migrants' citizenship status. During elections periods, some politicians conflate nationality with political rights and land ownership, promoting the notion that immigrants who are mostly in the predominantly Muslim north- and their descendants are becoming overly populous and influential.
11. **Weaknesses in the civil registration system.** These include under-resourced, destroyed or missing records, lack of information and knowledge on the part of civil registry agents, ethnic, religious, or gender bias. With the support of international organizations, the Government is making major investments to modernize the civil registry and vital statistics system, including issuing ID cards to Ivorian citizens.
12. **Legacy of the colonial system and lack of awareness of the importance of birth registration.** The colonial legacy of civil registration and practices compounded by the lack of understanding of the importance of registration and documentation, limited resources and information to navigate administrative processes, and use of falsified or forged documents. In addition, many immigrant populations did not know how and where to go to fill out paperwork or were unwilling to acquire Ivorian citizenship. Others feared that they could lose their nationality or of their ancestors' country of origin.

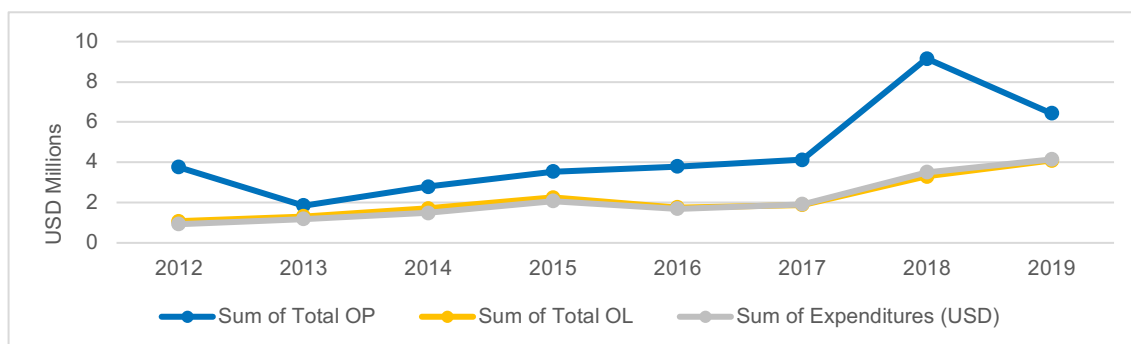
3. Key UNHCR initiatives to address statelessness

3.1. Budgeting and expenditure

13. Pillar 2 budget and expenditure for statelessness work in Cote d'Ivoire has fluctuated between 2012 and 2019 (see Figure 1). The OL budget quadrupled between 2012 and 2019, rising to its peak in 2019 of USD 4,098,063. Total OL budgets across pillars declined over the same period from a peak in 2012 of just over USD 17 million to around USD 10 million in 2019. In 2019, Pillar 2 represented 41% of the country office's total OL budget.

¹¹ Law 2013-653 on nationality.

Figure 1: Cote d'Ivoire Pillar 2 Budget and Expenditure, 2012-2019



3.2. Main activities

14. UNHCR has focused on the following main activities in relation to statelessness:
15. **Strategy, assessment, and learning**, including stateless related interventions such as conducting surveys, studies, focus groups and routine monitoring of the situation of Persons of Concern.
16. **Support to Government and/or partners** through advocacy, media engagement, and public awareness campaigns on nationality procedures; engagement with university law faculty; provision of technical and material support to civil registries, Department of Aid and Assistance to Refugees and Stateless Persons and the Ministry of Justice; capacity building (for government officials, partners, community leaders and advisory input on the census, legal documents and the law, policy, etc.); and establishment and operation of coordination mechanisms (e.g. radio network).
17. **Support to persons of concern** with legal assistance, information provision, counselling for confirmation or acquisition of nationality; case assistance counselling for civil status registration or documentation; and support to mobile courts and extension of legal assistance services.

3.3. Relevance of initiatives

18. UNHCR support is closely aligned to the GAP. UNHCR advocacy and technical support to the Ministry of Justice and Human Rights directly contributed to Cote d'Ivoire adoption of the two statelessness Conventions in 2013. The State has moved forward in implementing all GAP actions, with limited results for Action 1 aimed at resolving existing statelessness cases. In addition, the Government recently adopted the National Action Plan to End Statelessness which was initially drafted in 2016 and is closely aligned to the GAP.
19. UNHCR efforts reflect an opportunistic, artful approach. Despite advocacy efforts to reform the nationality law and align with international standards and Statelessness Conventions, efforts have largely been unsuccessful due to political issues. UNHCR, in collaboration with partners, has supported alternative strategies that are more politically expedient. Consequently, the State has issued decrees and judicial circulars, streamlined administrative related processes, and completed the digitization of individual and collective naturalization decrees issued since 1962, which enabled thousands and their descendants to confirm their status as Ivorian.

4. Key achievements

20. In addition to the adoption and domestication of the Statelessness Conventions, the key in-country achievements on ending statelessness are summarized below.

21. **Nationality by Declaration Programme and attribution of nationality to foundlings.** A 2014-2016 programme to regularize the status of historical immigrants resulted in the issuance of 16,000 nationality certificates.¹² Due to outreach gaps, 123,000 applications were received instead of an anticipated one million. Many applications lacked documentation or presented forged and falsified civil status documents. In 2019, a Circular from the Minister of Justice directed magistrates to directly implement Article 2 of the 1961 Convention and attribute nationality to foundlings.
22. **Statelessness determination procedure.** Two inter-ministerial decrees established the procedure for determining the status of stateless persons and the Commissions to adjudicate thereon. The purpose is to provide legal status and an intermediate process towards naturalization.
23. **Mapping of persons at risk of statelessness.** Building on a 2016 study of statelessness in Cote d'Ivoire, an extensive mapping exercise was carried out in collaboration with the National Statistics Institute in 2018-2019. The mapping identified groups of persons at risk of statelessness. The process promoted buy-in from a cross-section of Government and agencies who participated and validated the exercise.

5. Observations, gaps and emerging issues

24. This section describes the main observations on relevance and appropriateness of UNHCR's country level work in support of ending statelessness. It is followed by a brief description of the gaps identified by the evaluation team.

5.1. Observations

25. **Critical role for technical support and policy advocacy.** The role of the UNHCR Country Office and the Regional Bureau in the lead up to the 2019 HLS were instrumental to the Government's issuing of the Circular and Decrees cited above. The role of UNHCR as a non-political actor is particularly valued in an often politically charged context. Over the years, varying advocacy skills of senior staff and representatives also affected the outcome.
26. **Investments in communication and coalition-building.** UNHCR has invested notably in communication efforts to create an enabling environment. As a result of networking, messaging, and training, there is a reported increased awareness and understanding of statelessness, nationality, rights, documentation, and related procedures among the general population, government agents, academia, media outlets, CSOs and parliamentarians.
27. **Promotion of coordinated regional effort.** With strategic, technical and financial support from UNHCR Regional Bureau and Country Office, Cote d'Ivoire positioned itself as a regional champion for the statelessness agenda within ECOWAS. Aligning efforts to end statelessness with the regional integration agenda, Cote d'Ivoire facilitated a process resulting in binding commitments by the fifteen member countries and an action plan to guide and align efforts. As a result, West Africa is a leader in GAP actions and commitments.

5.2. Gaps and emerging issues

28. **Regularization of historical migrants.** UNHCR continues to advocate for reforms to the nationality law to recognize historical migrants without ties to their countries of origin as Ivorians. UNHCR is also promoting the development and rollout of another nationality by declaration programme.

¹² Law 2013-653 on nationality.

29. **Weaknesses in the civil registry system.** There are social, economic, geographic and discriminatory barriers to civil registration and documentation, restricting persons' ability to substantiate their claims to nationality. These include inadequate infrastructure, lack of equipment, ethnic and gender bias of agents and lack of training, illiteracy, registration costs, and travel needs, and use of fraudulent documents. As mentioned above, efforts to modernize and digitize the system are ongoing.
30. **Limited resources and project-based approach.** UNHCR and its partners do not have the capacity and resources to identify and reach all persons of concern in need of legal support. In addition, a long-term response is required for government advocacy and planning processes as well as strategic partnership building. The five-year NAP, budgeted at USD 7.4m, has yet to be funded. Informants reported that decreasing funding beginning in 2020 was limiting activities.

Table 1 – Critical Moments Timeline, Cote d'Ivoire, 2002 - 2020

Year	Key moment	Why this moment is significant
2002	Linass-Marcoussis Agreement.	Created a consensus among the representatives of the Ivorian parties in conflict by adopting conclusions that were in line with settling the nationality issue.
2006	Start of UNHCR's work on statelessness - focus on driver identification and discrimination, analysis of legislation, institutions, and civil registries.	Momentum created and funds mobilized for statelessness work – focus on the identification of drivers, discrimination, analysis of legislation.
2006	Campaign for the adoption of the Conventions.	Led to the adoption/ratification of the two Conventions in 2013 - a first in the region.
2007	Ouagadougou Political Agreement signed.	Parties recognize that the documentation of Ivorians and foreigners living in Côte d'Ivoire is a major concern.
2008	UNHCR identifies statelessness in Côte d'Ivoire as one of the main protection challenges.	Work to end statelessness becomes a priority.
2010	Partnership established between UNCHR and the Ministry of Justice and Human Rights and the Directorate of Aid and Assistance to Refugees and Stateless Persons (DAARA).	Beginning of advocacy within the government agencies primarily responsible for statelessness issues.
2011	Recognition of stateless persons in Cote d'Ivoire.	Cote d'Ivoire is the first African country to recognize stateless persons on its territory.
2013	The National Assembly of Côte d'Ivoire passed the law authorizing the President of the Republic to accede to the 1954 and 1961 Conventions.	Cote d'Ivoire becomes first African country to adopt Statelessness Conventions.
2013	Creation of regional statelessness posts.	Better follow-up on regional issues and advocacy with ECOWAS and in other countries in the region.
2014	Law on the acquisition of nationality by simple declaration (duration 2015-2016).	Historical immigrants and their descendants have an opportunity to acquire Ivorian nationality.
2014	Adoption of the GAP and launch of the #IBelong campaign.	Provided a framework for action and greater visibility to UNHCR's statelessness activities.
2015	Abidjan Declaration on the Eradication of Statelessness.	Under the leadership of Cote d'Ivoire, ECOWAS States commit to eradicating statelessness.
2015	UNHCR Member States create "Friends of the Campaign" at global level.	Helps mobilize potential donors interested in statelessness and related issues; local implementation by UNHCR.

Year	Key moment	Why this moment is significant
Since 2015	UNHCR Good Practice Papers for GAP Actions profiling Cote d'Ivoire for Actions 6, 9.	Enables sharing of good practices between countries for the implementation of GAP actions.
2016	Designation of a Governmental Focal Point in charge of statelessness issues	Key for policy advocacy within the Ministry of Justice and Human Rights and other government institutions.
2016	National Action Plan for the Eradication of Statelessness in Côte d'Ivoire (PANEACI) drafted.	Provides a framework for prioritizing and coordinating actions.
2016	Partnership with the Association of Women Lawyers of Côte d'Ivoire (AFJCI).	Responsibilities include community outreach, identification of persons at risk of statelessness, legal clinics, and follow-up of individual cases for issuance of documents/judgments of proof of nationality.
2016	Creation of the Coalition of Ivorian Civil Society against Statelessness (CICA).	Allows for better coordination, mobilization and advocacy.
2016	Creation of the UNHCR-UNICEF Coalition for Every Child's Right to a Nationality.	Facilitation of joint contacts and advocacy, as well as funding opportunities.
2016	Cote d'Ivoire adopts a new constitution.	The new constitution allows for direct implementation of international conventions.
2016	Study on statelessness and nationality in Cote d'Ivoire by Mirna Adjami.	First attempt to identify the main causes of statelessness in Côte d'Ivoire with the identification of people at risk, allowing a better focus of the actions of UNHCR and its partners on these issues.
2017	Banjul Plan of Action on Statelessness.	Provides a common framework for coordinated and harmonized activities to end statelessness by ECOWAS countries in line with the GAP.
2017	Creation of individual case database with Association of Female Lawyers of Cote d'Ivoire.	Given that statelessness issues in Cote d'Ivoire are rooted in the regional migration, the Banjul Action Plan allows a holistic response to a regional problem. The plan has led several countries, including Cote d'Ivoire, in adopting National Action Plans and/or reforming their nationality codes in line with these commitments.
2017	Deployment of 11 field focal points through the Association of Women Lawyers of Cote d'Ivoire.	Allows case management and follow-up on individual cases by the UNHCR's partner's staff. It also allows for compilation and disaggregation of data.
2017	Letter of Understanding (LoU) with UNICEF 2017-2020.	Deployment allows expansion of legal aid services and outreach at the community level and rural areas - an important role in identifying and following up on individual cases.
2017	Creation of a post dedicated to statelessness in the UNHCR Cote d'Ivoire.	Ensured better coordination and monitoring of issues related to the prevention of statelessness among children, including strengthening civil registration, and raising awareness about the importance of birth registration.
2017	Creation of a database for UNHCR's statelessness identification activities.	Recruitment of an associate protection officer entirely dedicated to statelessness work in the country.
2017	Creation of a database for UNHCR's statelessness identification activities.	Creation of a database by the UNHCR implementing partner (Association of Female Lawyer of Cote d'Ivoire) to harmonize data collection level for the follow up of individual cases identified/assisted by the partner.
2018	Creation of the Network of Media Professionals for the Fight against Statelessness (REPMA)	Provides information on eradication of statelessness in the country, and informs and educates in local languages. The radio programmes contribute to the public opinion and encourage a more positive discourse on nationality and stateless persons, and persons at risk of statelessness.

Year	Key moment	Why this moment is significant
2018	Creation of the Network of Ivorian Parliamentarians for Migration, Refugees and Stateless Persons (RP-MIRA).	Mobilization allows for information sharing as well as encouraging of a more positive discourse on issues of nationality and statelessness in public discourse.
2018	Establishment of Law on the Modernization and Reform of the Civil Registry and Law on the Special Birth Registration Procedure.	The modernization is intended to provide an integrated, efficient system for the effective registration of civil status events and the establishment of vital statistics in accordance with international norms and standards. Modernization makes it more reliable and more secure and contributes to improving the national civil system's performance to access identity documents and the operationalization of an integrated mechanism of various services including eradication of statelessness.
2018	Launch of the Mapping of Persons at Risk of Statelessness (CAPRA) (National Institute of Statistics (INS & UNHCR) Finalized 2019).	Improved qualitative and quantitative data on statelessness and is used as a basis for daily identification of persons of concern identified in groups and communities studied.
2018	Mission of the Directorate of Aid and Assistance to Refugees and Stateless Persons to the French Office for the Protection of Refugees and Stateless Persons to gather information on the French statelessness determination procedure (SDP).	The mission contributed to advocating the Government that subsequently led to the adoption of decrees that provide protection to stateless migrants.
2019	Circular on the granting of nationality for foundlings (in connection with the adoption of the 2016 Constitution).	The circular allows judges to override the existing 1972 nationality law that discriminates against foundlings. This directive applies to all children confirmed by the guardianship judge as a foundling or of unknown parentage.
2019	Deployment of 16 additional field focal points with the Association of Women Lawyer of Cote d'Ivoire.	As UNHCR is not present in many localities where persons of concern are located, the focal points are the direct linkage between these communities and UNHCR services.
2019	UNHCR decentralization/ regionalization.	Programming and budgeting activities are increasingly devolved to country level, regional level to provide technical support.
2019	Creation of the National Council for Human Rights (CNDH).	The Memorandum of Understanding between UNHCR and the National Council of Human Rights in 2020 includes a provision for joint actions and advocacy to implement the National Action Plan as well as the Banjul Plan of Action.
2019	High Level Segment and preparatory meetings.	The meetings led to adopting the PANEACI and the domestication of the 1961 Convention. The issued directive prevents statelessness among children and eliminates gender discrimination in the application of the nationality code.
2020	National Action Plan for the Eradication of Statelessness in Côte d'Ivoire (PANEACI) 2020-2024 adopted by Council of Ministers.	A national action framework brings together all government structures and UN agencies involved in the fight against statelessness in Côte d'Ivoire. It also defines key objectives in combating statelessness in the country, approach, and required budget from the Government and its partners.
2020	Implementation of procedures for determining stateless status adopted (establishment of Commissions planned for early 2021).	Statelessness Status Determination procedures serve to identify stateless persons among migrant populations and ensure that they enjoy the rights they are entitled until they acquire a nationality.

Annex 4.2. Europe Regional Case Summary

1. Introduction

1.1. Overall project introduction

1. This case study summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.
2. Countries included in the scope of this case-study are Albania, Spain and Ukraine. The evaluation team also focused on regional-level efforts to prevent and end statelessness in Europe.

1.2. Case study introduction

3. This case study is based on information from the global survey and focused case work between October and December 2020 using key informant interviews and document review.¹³ The purpose of the case study is to provide country and regional level inputs and insights on the subject matter of the evaluation.
4. Thirty-five stakeholders were interviewed as part of data collection for this case study. They included: UNHCR staff in the Albania, Spain and Ukraine Country Offices; UNHCR staff in the Regional Bureau for Europe (RBE), from the Brussels Regional Representation (RREUA), and the Vienna Liaison Office; UNHCR implementing partners at country level; other NGOs and NGO networks engaged in work on statelessness at country and regional levels; regional inter-governmental organizations; and government representatives in the three case-study countries.
5. When reading this case study, its content should be considered in light of the following characteristics: (i) due to COVID-19 restrictions, data collection was done entirely remotely, somewhat limiting the evaluation team's engagement with stakeholders; and (ii) the three countries selected for the case-study are not intended to be representative of the Europe region as a whole, which is naturally diverse in terms of experiences of statelessness and the responses of different stakeholders.

2. Context

6. Approximately 550,000 people remain stateless in Europe despite a gradual decrease in recent years.¹⁴ Many stateless people are living 'under the radar' in their country of birth in Europe, particularly stateless Roma communities in Europe. Similarly, stateless migrants are often 'invisible', making it difficult to get an accurate picture of numbers of stateless persons or the situations in which they live and the ways in which statelessness affects them.¹⁵
7. Among the main causes of statelessness in Europe is the dissolution of the Soviet Union and the former Yugoslavia in the early 1990s, which created large numbers of stateless persons. Gaps in nationality documentation and difficulties accessing civil registration documents exist throughout Europe. Discrimination towards minority groups and marginalized communities, most notably the Roma populations who are often unable to access documentation or participate in naturalization processes, puts them at risk of statelessness. While the majority of stateless persons in Europe are 'in situ', there are

¹³ Some early interviews with regional UNHCR staff also took place during the inception phase of the evaluation and an online survey was conducted with UNHCR country-based personnel in August 2020.

¹⁴ UNHCR (2019), Operations Plan, Regional Activities for Europe 2020.

¹⁵ Ibid.

also stateless migrants and refugees who were either stateless in their countries of origin or who have become stateless.¹⁶

8. **Ukraine** was selected as a focus country to illustrate recent work on establishing statelessness determination procedures (GAP Action 6). UNHCR estimates that approximately 40,000 persons in Ukraine have undetermined nationality.¹⁷ These are mainly migrants, Roma, homeless persons, people who have not been able to obtain citizenship due to lack of documentation after the dissolution of the Soviet Union and persons released without documents from prisons.¹⁸
9. Conflict in the east of Ukraine has also created more recent risks of statelessness, due to difficulties with births registration for children born in territories not under control of the Ukrainian Government,¹⁹ as well as people in those territories losing their Ukrainian passports and other identity documents. Ukraine acceded to the 1954 and 1961 statelessness conventions in 2013 but otherwise has few legal or administrative provisions in place to prevent and end statelessness.
10. **Albania** was included as a focus country to highlight the work of UNHCR and partners to increase access to birth registration and nationality documentation for marginalized communities and minorities (GAP Actions 7 & 8). Estimates vary considerably on the number of Roma people living in Albania – censuses and studies provide figures ranging from 8,000 to 120,000.²⁰ There are also large numbers of Egyptians in Albania (estimated between 3,400 and 300,000)²¹ who are disadvantaged and discriminated against in much the same way as Roma. In 2018, UNHCR and its partner TLAS conducted a mapping of the population at risk of statelessness in Albania, according to which, for a six-month period, 1031 persons were identified at risk of statelessness. The risk of statelessness particularly affects Roma and Egyptian communities, as they are often socially and economically marginalized, but also Albanian returnees whose children were born abroad. 97% of those recorded as at risk of statelessness in Albania were children. Just under 50% of these children were under the age of five.²² Another report in 2018 concluded that institutionalized racism disproportionately affects Roma communities in Albania; their access to justice is severely compromised, particularly for those lacking documentation; not enough is done nationally to prevent and reduce statelessness among the Roma community or to protect their rights; and lack of data on Roma populations further exacerbates their structural discrimination.²³ Prior to the new citizenship legislation, safeguards were lacking granting Albanian citizenship to all children born in Albania who would otherwise be stateless.
11. **Spain** was selected as a focus country to illustrate good practice in relation to its efforts to end childhood statelessness (GAP Action 2). As well as acceding to the 1961 Convention, Spain has nationality legislation (Article 17 of the Civil Code) that prevents childhood statelessness by guaranteeing nationality to children born in Spain who cannot acquire nationality from their parents. This is relevant in cases where their parents originate from countries that grant nationality on a *jus solis* basis only (as is the case in many South American countries).
12. The extent to which Governments engage with and take action on statelessness differs considerably between countries. Regional entities/inter-governmental organizations have played a role to some extent in bringing States together on the topic of statelessness, including the European Commission (EC) and the Organisation for Security and Co-operation in Europe (OSCE). UNHCR collaborates with UNICEF under the framework of the UNHCR-UNICEF Global Coalition on Every Child's Right to a Nationality. There are a

¹⁶ UNHCR (2019), Operations Plan, Regional Activities for Europe 2020.

¹⁷ Statistics from the UNHCR Ukraine website as of 26 January 2021: <https://www.unhcr.org/ua/en/stateless-persons>

¹⁸ UNHCR (2019) Operations Plan, Ukraine 2020.

¹⁹ An estimated 60,000 babies have been born in non-government-controlled areas (NGCA) in Ukraine according to the UNHCR Ukraine website: <https://www.unhcr.org/ua/en/stateless-persons>

²⁰ The 2011 census in Albania came up with a figure of 8,000 while other surveys and studies put the number at as high as 120,000 – see RRC, ISI, ENS, TLAS (2018) Statelessness, Discrimination and Marginalisation of Roma in Albania, February 2018.

²¹ Ibid.

²² UNHCR, 'Mapping of the Population at Risk of Statelessness in Albania', May 2018.

²³ TLAS, Statelessness, Discrimination and Marginalisation of Roma in Albania, February 2018.

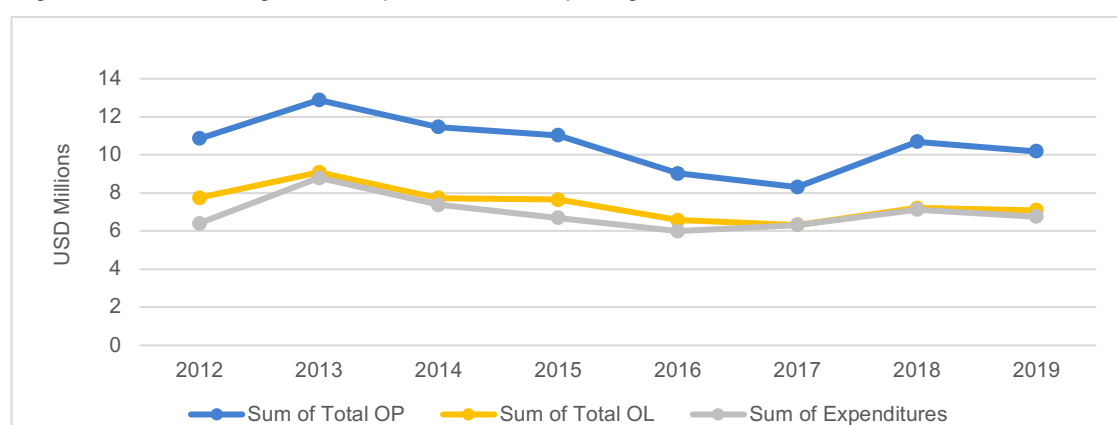
number of strong civil society actors in the Europe region working on statelessness issues, as well as strong NGO networks, most notably the European Network on Statelessness (ENS). Small-scale networks of grassroots organizations often exist at country-level, particularly in relation to advocating for and working on behalf of specific population groups, such as the Roma.

3. Key UNHCR initiatives to address statelessness

3.1. Budget and expenditure

13. UNHCR funding for statelessness in Europe fluctuated between 2012 and 2019 (see Figure 1). After a peak in 2013 in the OP budget, OL budget and expenditure, funding decreased until 2017 before increasing again in 2018. Levels of expenditure were closely matched to the OL budget across the whole time period, with the largest gap occurring in 2015 (87% of OL budget spent). In 2019, Pillar 2 represented 1.4% of the total OL budgets in Europe.

Figure 1: Pillar 2 budget and expenditure, Europe region, 2012-2019



3.2. Main activities

14. Within the Regional Bureau, statelessness activities are principally focused the provision of advice and technical support to Country Operations in their efforts to influence legal and policy change, as well as providing support on country-led studies and the exchange of best practices. Some time is also spent on following up on pledges made during the High Level Segment, and on internal and external engagement (enhancing partnerships/capacity building efforts, etc.). Within Country Operations and other types of operations within Europe, the focus of statelessness activities has been on:
15. **Advocacy with Governments, civil society organizations and NGOs:** Advocacy has been a significant part of the work across the region, with the highest investments in Northern, Central, Western and Southern Europe where there have been concentrated efforts to make adjustments to legislative frameworks. Advocacy has principally been conducted with Governments, as key decision makers on legal and policy issues, but has often been done in cooperation with key actors such as civil society organizations and NGOs.
16. **Casework with persons of concern:** Casework has involved providing legal advice to persons of concern, supporting them in accessing documentation and in some countries assistance through cash grants. The focus of this work has been in Eastern and South Eastern Europe, much of it done through implementing partners.
17. **Identification of stateless populations:** Mapping studies have been conducted and there have been concerted efforts to include questions on statelessness in national

censuses across the region, as well as capacity-building of national authorities on identifying stateless persons and establishing and improving existing statelessness determination procedures.

18. **Developing the capacities of Governments and other key stakeholders:** Activities relating to the development of government capacity have taken place across the region, including improving nationality legislation, establishing procedures to identify and protect stateless persons, including dedicated determination procedures, and improving birth registration laws and practices.
19. **Promoting the exchange of good practices in resolving situations of statelessness:** UNHCR has engaged in a number of activities to promote and exchange good practices in Europe, for example by partnering with OSCE to hold seminars on statelessness topics in Vienna and by partnering with the European Network on Statelessness to provide a platform for sharing best practices among individuals, grassroots organizations, civil society actors and academia. The exchange of good practices has also taken place internally between individual country offices and at a regional level.

3.3. Relevance of initiatives

20. The majority of Protection Officers in the Europe region who participated in the online survey conducted as part of the evaluation felt that UNHCR's work in their country closely responded to the drivers of statelessness: 57 percent claimed that activities very closely correspond to the drivers and a further 16 percent that the activities more or less correspond. The positive rating for alignment of activities was considerably higher for Europe compared with other regions.
21. The table below shows the objectives for which there was the highest expenditure in Europe, mapped against the GAP Actions that they relate to. Expenditure was spread across many different GAP Actions, with the only missing Action being Action 5 (prevent statelessness in cases of State succession).

Table 1: Expenditures in Europe 2012-2019 mapped against Objectives and GAP Actions

Budget ranking	GAP Actions mapping	Objectives	Expenditure (\$)
1	3, 4	Law and policy developed or strengthened	14,379,414
2	1, 6	Greater reduction of statelessness is achieved	11,229,273
3		Operations management, coordination and support strengthened and optimized	3,297,820
4	10	Identification of statelessness improved	3,282,968
5	2, 7	Civil registration and civil status documentation strengthened	3,580,773
6	9	International and regional instruments acceded to, ratified or strengthened	3,517,435
7	8	Access to legal assistance and legal remedies improved	5,814,852
8	2, 7, 8	Level of individual documentation increased	1,168,048
9		Logistics and supply optimized to serve operational needs	764,699
10	4	Administrative institutions and practice developed or strengthened	974,286

4. Key achievements

22. In **Ukraine**, the main achievements have been the passing of a law (in 2020) to establish SDPs in Ukraine. UNHCR directly participated in drafting the SDP law, together with CSO

partners. Building of technical capacity within the Government of Ukraine, in part through the process of working jointly on SDPs, has also been an achievement.

23. In **Albania**, the main achievements have included identifying stateless populations and those at risk of statelessness, most notably through a mapping study conducted by a local NGO to better understand stateless populations and those at risk of statelessness, including the Roma community. Shortly thereafter, UNHCR worked with partners to support the Government to revise the law on birth registration in Albania to reduce the risk of statelessness, particularly among marginalized groups, including the Roma population. Another achievement was the passing of the new Law on Citizenship in July 2020, on which UNHCR had worked closely with government and parliamentary counterparts. The final version was in line with the statelessness Conventions, thus fulfilling one of Albania's pledges at the 2019 HLS. The passing of the law provides unrestricted safeguards to grant citizenship to all children born in Albania who would otherwise be stateless.
24. In **Spain**, accession to the 1961 Convention in September 2018 was seen by some as an achievement, while others considered it a formality as Spain already had the key requirements called for in the Convention in place. For example, Spain has nationality legislation that prevents childhood statelessness by guaranteeing nationality to children born in Spain who cannot acquire nationality from their parents. The high commitment of the Spanish authorities to reduce statelessness and collaborate in training and capacity building activities is also noteworthy. Elsewhere in the Europe region, UNHCR has advocated with some success for an increased emphasis on childhood statelessness within regional entities and intergovernmental entities.

5. Observations, gaps and emerging issues

25. This section describes the main observations on UNHCR's work in support of ending statelessness in the Europe region. This is followed by a brief description of the gaps identified by the evaluation team. Table 1 provides a timeline of some of the main events and influencing factors that have shaped UNHCR's work on statelessness in Europe.

5.1. Observations

26. **Observation 1 – relevance of the GAP for planning and reporting on statelessness work in Europe:** The GAP was widely appreciated as a framework for working with partners on planning and programming of statelessness work in the Europe region. Interviewees and survey respondents mentioned usefulness of the GAP for advocacy purposes, including the development of pledges in advance of the HLS. Overall, it was felt to encompass the main areas in which UNHCR might engage to work in partnership with others to prevent and end statelessness in the region. Its global nature was also noted to be helpful in working with national Governments to overcome political sensitivities around statelessness.
27. **Observation 2 – working with partners:** UNHCR is generally considered by all stakeholders to have gained good access to and sustained positive engagement with Governments on statelessness issues. The skills that UNHCR brings in terms of interpreting legal norms and the international responsibility and mandate to do so puts UNHCR in a unique position to work with Governments vis-à-vis other actors. Other than collaboration with UNICEF in some countries in Europe to end childhood statelessness (for example in Albania), there was little evidence of wider UNHCR efforts to systematically engage with other UN organizations to prevent and end statelessness. UNHCR's engagement with civil society actors on statelessness was generally perceived positively. Their funding for NGO implementing partners was described as important, with sources of funding for statelessness otherwise limited in the region. There was overall positive feedback from stakeholders about the role that ENS plays in the region and generally positive remarks about complementarity with UNHCR's role. In terms of regional entities, good collaboration between OSCE and UNHCR was noted, leading to concrete deliverables that have helped to move the conversation on in relation to statelessness. Some frustration was expressed from different stakeholders on UNHCR's

ability to work effectively with and influence the European Commission to more actively engage on statelessness. Overall, a number of interviewees commented on the complementarity between UNHCR and other partners. That said, there is a strong network of actors and multiple regional bodies in Europe, making UNHCR's role less clear and creating a crowded space within which UNHCR has sought to influence States to prevent and end statelessness.

28. **Observation 3 – capacity building:** UNHCR has played an important role in building the capacity of States, other partners and its own staff on statelessness in the Europe region. Examples of technical capacity building have included study visits between States; technical meetings and events; good practice papers; and informal information sharing. In terms of internal capacity building, Country Operations particularly appreciated the role of the Regional Statelessness Officer in sharing of experiences, which has mostly been done informally. The Statelessness Section in headquarters was also viewed as a useful resource for RBE to draw on. However, given the specificities of Europe, there was a strong appetite expressed for sharing of experiences within the region.

5.2. Gaps and emerging issues

29. **Gap 1 – emerging issues where guidance is required:** Three issues were raised in this regard: 1) identifying potentially stateless children in the asylum context and making sure they get the protection they should be granted; 2) safeguards against childhood statelessness for children born in Europe (in a migratory and non-migratory context); and 3) loss and deprivation of nationality, mainly in relation to foreign fighters, spouses of foreign fighters and the return of the children of foreign fighters to countries in Europe. Some guidance is available on both topics²⁴, but interviewees noted that more practical support is required in terms of conducting policy and public advocacy, as well as exchanges of good practice.
30. **Gap 2 – better leverage of the contributions of partners:** There is scope to build a stronger coalition of actors to share the responsibility of ending statelessness and to draw on the potential contributions of other organizations. Specifically: 1) UNHCR could push for more systematic UN collaboration and joint action in Europe, including through the UNHCR/UNICEF Coalition on ensuring every child's right to a nationality, as well as with other development and human-rights organizations; 2) targeted and sustained engagement with European regional entities to leverage their influence with States to prevent and end statelessness; 3) maximizing the contribution of European NGOs and NGO coalitions focused on statelessness by providing (and/or advocating for) predictable funding and other investments; 4) more representation of stateless persons and formerly stateless persons as advocates for an end to statelessness in Europe within high-level meetings and within GRF follow-up, and as part of the Campaign generally.
31. **Gap 3 – addressing long-term discrimination and its impact on statelessness/risk of statelessness:** UNHCR has collaborated with partners to reduce the risk of statelessness within marginalized communities in Europe (Roma and other). However, it was noted that there are few UNHCR tools for long-term engagement and ways of working to address discrimination within society more broadly in partnership with others, as well as changing discriminatory views of citizenship and identity.

²⁴ UNHCR, *Guidelines on Statelessness No. 4: Ensuring Every Child's Right to Acquire a Nationality*, 2012 ; UNHCR, *Good Practices Paper: Ensuring that no child is born stateless*, 2017 ; UNHCR, *Guidelines on Statelessness No. 5: Loss and Deprivation of Nationality*, 2020.

Table 3 – Critical Moments Timeline, Europe, 1991-2020

Date	Significant Event	Why is this event significant
1991	Dissolution of the Soviet Union	When the Soviet Union dissolved in 1991, many European countries in the former Soviet bloc gave people living in the newly formed countries the opportunity to register for the citizenship of the new country. People that did not register in that time have found themselves stateless, or at risk of statelessness. Many people have passed down this status to their children.
1992	Dissolution of the former Yugoslavia	A series of conflicts and political upheavals led to the break-up of Yugoslavia leaving many ex-Yugoslav citizens in South Eastern Europe stateless.
2006	Council of Europe – Convention on the avoidance of statelessness in relation to State succession	The Convention built on the 1997 European Convention on Nationality with a view to prevent cases of statelessness arising out of situations of State succession.
2011	Ministerial Intergovernmental Event	62 States and one regional body made pledges on statelessness. Pledges were made, for example, to accede to the 1954 and 1961 Conventions, to establish SDPs and to undertake mapping studies.
2011	Statelessness mapping studies begin in Europe	Mapping studies began to be conducted in Europe from 2011 onwards. 22 studies have been conducted so far. They have been useful in understanding the nature and the scale of statelessness in Europe.
2012	Creation of a regional Statelessness Officer post in Europe for UNHCR	A Statelessness Officer post was created in Europe in 2012. This person in the post has acted as a key focal point both for Country Operations and HQ on the subject on statelessness.
2012	Establishment of the European Network on Statelessness	The European Network on Statelessness was created to provide a platform for members (including civil society organizations, academics and individuals) to share knowledge on issues of statelessness and to provide a unified voice on statelessness in advocacy efforts across the region.
2014	Launch of the Global Action Plan to End Statelessness and the IBelong Campaign	The Global Action Plan to End Statelessness provided a framework for taking action to eradicate statelessness. It provided 10 Actions that Governments (and non-State actors) could follow to support UNHCR's efforts.
2015	Large scale refugee migration into Europe	2015 saw hundreds of thousands of refugees flee to Europe to escape conflict and persecution in Syria, Afghanistan and Iraq.
2015	Joint UNHCR-PACE event in Strasbourg	Conference held in preparation of a PACE resolution on the subject of childhood statelessness. The aim of the discussions was to encourage Council of Europe member states to take action.
2015	European Council Conclusions on Statelessness	The European Council adopts conclusions on statelessness, in which they outline their support for the GAP, encourage EU States to accede to the 1954 and 1961 Conventions and underline their support for efforts to eradicate statelessness. The European Migration Network (EMN) platform on statelessness was launched in 2016 following the Conclusions to promote the exchange of good practices among EU Member States.
2016 and 2017	Resolutions in the European Parliament	UNHCR successfully advocated for inclusion of language on statelessness in four resolutions on i) the situation in the Mediterranean and the need for a holistic approach to migration, ii) human rights and migration in third countries, iii) addressing the

Date	Significant Event	Why is this event significant
		refugee and migrant movements: the role of EU external action, and iv) statelessness in South and South East Asia.
2017	EMN-UNHCR-ENS Conference on Addressing Statelessness in the EU: one year on from the adoption of European Council Conclusions	EMN, UNHCR and ENS organized a joint conference to discuss progress made since the European Council Conclusions of 2015 and ways forward going into the future.
2017	EU Strategic Committee on Immigration, Frontiers and Asylum (SCIFA) meeting	On the initiative of the Maltese Presidency the UNHCR Regional Director for Europe made an intervention on identifying statelessness persons in the European Union, helping to increase awareness.
2017	Joint event on statelessness and Roma in the European Parliament	ENS, UNHCR and Soraya Post (member of the European Parliament) held a joint event to discuss steps to address statelessness among Roma in countries that are part of the EU and the EU enlargement process.
2017	Publication of the OSCE-UNHCR 'Handbook on Statelessness in the OSCE Area: International Standards and Good Practices'	The Handbook provides a definition of statelessness, outlines the background of statelessness in Europe and lays out good practices for the identification, prevention, and reduction of statelessness, and the protection of stateless persons. Since 2017, UNCHR and OSCE jointly conducted three Practical OSCE-UNHCR Seminars on Sharing Good Practices on Statelessness among OSCE participating States.
2017	Odesa Declaration	The participants of the Roundtable Meeting on Access to Identity and Civil Registration Documents among Roma in Ukraine (Odesa, 30–31 May 2017), organized by the OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR) in co-operation with the State Migration Service of Ukraine (SMS), developed the recommendations to Ukrainian authorities to address the needs of vulnerable Roma and other communities to obtain civil registration and identity documents (personal documents).
2017 and 2018	Study visits on Roma issues	Study visits have included a visit for Ukrainian authorities who went to Serbia in 2017; and in 2018, Georgian authorities went to Bosnia where they learned about documentation issues for Roma, among other subjects.
2019	Joint advocacy paper on statelessness published with UNICEF	UNHCR and UNICEF published a joint advocacy paper on the issue of childhood statelessness which calls on States in Europe to take particular actions to reduce childhood statelessness.
2019	Poznan Declaration	The Poznan Declaration was agreed by Prime Ministers from Western Balkan countries. It supported the initiative to develop 'Roadmaps towards Ending Statelessness of Roma'. The Roadmap aims to outline actions that States can take to eradicate statelessness among Roma populations.
2019	Pre-HLS consultation event in Spain	A consultation event was held in Madrid before the High-Level Segment to enable States to discuss priorities for the reduction of statelessness in Europe, share best practices and discuss ideas on pledges with UNHCR before the main High-Level Segment event.
2019	High-Level Segment	14 countries in Europe made pledges at the High-Level Segment. Of the 40 pledges made, 14

Date	Significant Event	Why is this event significant
		supported GAP Action 6 (to grant protection status to stateless migrants and facilitate their naturalization).
2020	UNHCR Recommendations on the EU Strategy on the Rights of the Child	UNHCR submitted recommendations to the EC on the EU Strategy on the Rights of the Child including dedicated recommendations on identification and ending of childhood statelessness in Europe.
2020	COVID-19 Pandemic	The COVID-19 pandemic further marginalized stateless persons in many countries in Europe (and worldwide) and disrupted the work of Governments, UNHCR and other actors on preventing and ending statelessness.

Annex 4.3. Kenya Country Case Summary

1. Introduction

1.1. Overall project introduction

1. This country case summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.

1.2. Country case introduction

2. This case study is based on information collected through the global survey and focused case study work between October and December 2020 using remote key informant interviews,²⁵ document review and an online workshop with the UNHCR Kenya Country Office to review activities, achievements and key influencing factors in relation to its work on statelessness. The purpose of the case study is to provide country level inputs and insights on the subject matter of the evaluation.
3. Twenty-two stakeholders were interviewed as part of data collection for this case study. They included UNHCR Country Office and relevant Regional Office staff; implementing partners; other NGOs engaged in work on statelessness in Kenya; UNICEF staff collaborating on work related to increased birth registration; and representatives of the Kenya Government.
4. When reading this case study, its content should be considered in light of COVID-19 restrictions, which meant that data collection was done entirely remotely, somewhat limiting the evaluation team's engagement with stakeholders.

2. Context

5. As of the end of 2019, there were an estimated 18,500 stateless persons residing in Kenya, mainly from Burundi, Congo Comoros, Rwanda and Zimbabwe in addition to Galjael, Pemba and children of British overseas citizens.²⁶ However, numbers are uncertain and a lack of quantitative data on the overall stateless populations or population at risk of statelessness in Kenya is cited as a main challenge by UNHCR, partners and the Government. Important breakthroughs have occurred in recent years, including recognition of and registration of the Makonde community in 2016; and a decision by the Kenyan Government in December 2020 to grant citizenship to stateless Shona persons and those of Rwandan descent who qualify under the law as Kenyan citizens.²⁷
6. Legislation, and the way that citizenship laws were constructed in Kenya, is one of the key drivers of statelessness. Heavy documentary requirements and procedures further aggravate the situation of stateless persons. A lack of awareness and information among stateless communities, as well as within Government, has hindered action to prevent and end statelessness in Kenya; as has discrimination against some stateless groups, preventing them from accessing their basic rights. Underlying socio-economic factors, such as poverty, low literacy rates, long distances to registration centers and the costs related to obtaining key documentation have further contributed to the plight of stateless populations or those at risk of statelessness in Kenya.

²⁵ Some early interviews also took place during the inception phase of the evaluation and an online survey was conducted with UNHCR country-based staff in August 2020.

²⁶ UNHCR (2018) Operations Plan, Kenya, 2019.

²⁷ UNHCR (2020) UNHCR applauds Kenya's decision to resolve the statelessness of the Shona and other communities. See: <https://www.unhcr.org/news/press/2020/12/5fd733664/unhcr-applauds-kenyas-decision-resolve-statelessness-shona-other-communities.html>

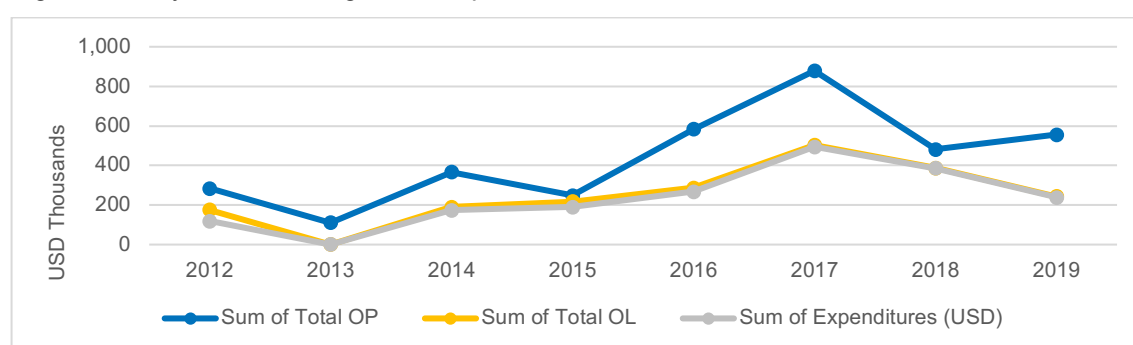
7. Despite some sensitivities around nationality issues, combined with lack of awareness and understanding of statelessness, the Kenyan Government has shown general willingness to address statelessness in Kenya and to collaborate with UNHCR and its partners to achieve the goals of the GAP. The Ministry of Interior leads the Government's efforts on statelessness, with inputs from other ministries, coordinated through the Government's Statelessness Task Force established in 2015.²⁸
8. Within the UN system, UNHCR acts as the primary organization on statelessness, with the engagement of other UN agencies on particular aspects, for example UNICEF on the prevention of statelessness through increased birth registration and UNFPA on the inclusion of stateless persons as a category in the most recent national census. There are several civil society organizations (CSOs) working to prevent and end statelessness in Kenya, most notably the Kenya Human Rights Commission (KHRC), who, along with other CSOs, have worked closely with stateless communities to collect data, build capacity and lobby for the recognition and registration of stateless populations as Kenyan citizens. In 2015, UNHCR Kenya established the Statelessness Coordination Working Group, bringing together Government, UN organizations and CSOs working to prevent and end statelessness. The Working Group has been particularly important in providing a forum for government and non-governmental actors to discuss statelessness and agree on priorities for joint action.

3. Key UNHCR initiatives to address statelessness

3.1. Budgeting and expenditure

9. Pillar 2 budget and expenditure for statelessness work in Kenya has fluctuated between 2012 and 2019 (see Figure 1). The OL budget peaked in 2017 at USD 502,835 before declining in 2018 and again in 2019, down to USD 243,445. Similar patterns can be seen for the overall budget in Kenya across all pillars, but with a stabilizing OL budget between 2018 and 2019 while the Pillar 2 budget continued to decline. In 2019, Pillar 2 represented 0.24% of the country office's total OL budget.

Figure 1: Kenya Pillar 2 Budget and Expenditure, 2012-2019



3.2. Main activities

10. UNHCR has focused on the following main activities in relation to statelessness:
11. **Improving data on stateless populations:** UNHCR has worked with various partners to improve the quantitative data on overall stateless populations or populations at risk of statelessness and to understand the impact of statelessness on communities. Of particular note is UNHCR's contribution to mapping of the Makonde population in 2015; a household survey of the Pemba community conducted in 2016, and a household listing and mapping of the Shona population in 2019, including a Social Economic Assessment

²⁸ At the time of conducting research for this case-study, the timeframe for the Task Force had expired and had not been extended, primarily as a result of COVID-19.

(SEA), funded by the World Bank-UNHCR Joint Data Centre. There has also been strong collaboration with the Kenya National Bureau of Statistics.

12. **Building technical capacity on statelessness:** UNHCR's capacity development work has focused on key ministries, offices and individuals within the Kenyan Government, both at national and sub-national level. This has included work with UNICEF to provide technical support to Civil Registration Offices at county level with mobile birth registration. Key Government officers were also invited to attend statelessness courses thereby enhancing their understanding of the issue.
13. **Establishing a national strategy to address statelessness:** From 2015, UNHCR supported civil society actors – notably the KHRC – to work with the Kenyan Government to draft a National Action Plan (NAP), based on the GAP. The Government of Kenya is yet to validate and sign-off on the NAP due to administrative delays. It is nevertheless considered useful, even as an informal document and was noted as contributing towards commitments from the Kenyan Government at the HLS in 2019.
14. **Engaging and empowering stateless communities:** UNHCR's partnership with national civil society organizations has contributed towards increased awareness among stateless communities or those at risk of statelessness – sensitizing them about their situation and rights as well as changes in legislation related to citizenship and acquisition of identity documents – and empowerment of those communities to engage directly with government entities.
15. **Building public awareness of statelessness:** UNHCR has used the momentum of the IBelong Campaign to build public awareness on statelessness. Annual events to mark the anniversary of the Campaign have mobilized stateless communities and those at risk of statelessness to speak up about their situation regarding what it means to be stateless and not having access to the most basic rights.

3.3. Relevance of initiatives

16. Overall, the evaluation found UNHCR's work on statelessness in Kenya to be highly relevant to the context. UNHCR's advocacy for recognition and registration of the Makonde, Shona, and persons of Rwandan descent as citizens has contributed towards GAP action 1. Supporting persons residing in the country and entitled to nationality documents, mainly the Nubians and those residing in Garissa, to acquire documentation has contributed towards GAP action 8. UNHCR's work with UNICEF as part of the Coalition on Every Child's Right to a Nationality has contributed towards GAP actions 2 and 7. A significant focus of UNHCR's work has been on GAP action 10 to improve quantitative and qualitative data on statelessness. In terms of longer-term change in relation to this GAP action, the inclusion of stateless persons as a category in the 2019 population census was particularly significant.
17. Other areas where there has been less progress continue to be relevant. This includes advocacy and awareness raising for the protection of in situ stateless persons, and action to address the problem caused by registration of some stateless persons as refugees, referred to as the 'double registration' problem (relevant for progress under GAP action 6). Similarly, UNHCR advocacy for Kenya's accession to the UN Statelessness Conventions by the Government (relevant for GAP action 9) continues to be a priority.

4. Key achievements

18. The key in-country achievements on ending statelessness are summarized below. Table 1 puts these highlighted achievements into the context of a timeline of wider events.
19. **Recognition of different stateless communities:** Recognition and registration of approximately 1,500 people from the Makonde community in 2016 had a direct impact on the lives of those individuals, as did the decision by the Kenyan Government in December 2020 to grant citizenship to 1,670 stateless Shona persons and 1,300 people of Rwandan descent who qualify under the law as Kenyan citizens. UNHCR's work with partners to strengthen data on these particular communities, as well as its lobbying with government

stakeholders in partnership with other organizations, directly contributed to these achievements.

20. **Increased awareness of statelessness and its impact on communities:** UNHCR's emphasis on building technical capacity of government stakeholders to understand and take action on statelessness has resulted in concrete action within Government to prevent and end statelessness, at least for certain groups.²⁹ Increased awareness within stateless communities themselves about their situation and rights, thanks to the work of UNHCR's partners, has contributed to those populations taking action and liaising directly with government stakeholders. Investments in raising the awareness of the general population in Kenya through the IBelong Campaign are perceived to have increased public support for addressing the rights of certain stateless populations and put pressure on the Kenyan Government to take action.
21. **Facilitating dialogue between stakeholders to address statelessness:** UNHCR has played a key catalytic role in bringing different stakeholders together to raise the profile of statelessness in Kenya. It has effectively brought different actors together and provided a forum for stakeholders to interact and find common ground, as well as providing important funding and technical support. The Statelessness Coordination Working Group, established by UNHCR in 2015, has proved to be an effective platform for government and non-governmental actors to discuss statelessness and agree on priorities for joint action.

5. Observations, gaps and emerging issues

22. This section describes the main observations on UNHCR's country level work in support of ending statelessness. This is followed by a brief description of the gaps identified by the evaluation team.

5.1. Observations

23. **Observation 1 – Diminishing funding:** Reduced funding was raised as a constraint, leading to gaps in UNHCR's statelessness work and a lack of flexibility in terms of working with Government to identify areas requiring UNHCR's support. Implementing Partners raised issues about short-term funding from UNHCR, delays to agreeing Project Partnership Agreements (PPAs) and general lack of funding.
24. **Observation 2 – Staffing and strong leadership:** The creation of a national staff position dedicated to statelessness in 2018 was critical. However, due to budget constraints, this position is being downgraded in 2021. A combination of limited funding and reduced staffing capacity risks interrupting the positive progress made by UNHCR in Kenya on statelessness. The need for additional high-level engagement was noted, with senior leadership attending more key events and interacting with senior decision-makers within Government. While the Statelessness Officer has been critical in nurturing relationships between UNHCR and Government, more senior UNHCR engagement would send a strong message to Government about UNHCR's commitment.
25. **Observation 3 – Flexibility to react to external events:** Changes in government structures and the rotation of personnel have an impact on level of prioritization and attention on issues related to statelessness within the Government. This means that capacity development and relationship building is an ongoing effort, targeting new government entities and individuals as personnel change and as the statelessness context evolves. COVID-19 has had an effect on all government activities, including those related to statelessness. Restrictions on face-to-face meetings and reprioritization of non-emergency issues require extra efforts and flexibility to continually stress the importance of the statelessness agenda and avoid losing momentum.

²⁹ There are differing levels of willingness within the Government of Kenya to address the statelessness of different population groups. Recognizing the citizenship of the Gajjael community (Kenyan Somalis living close to the Somalia border), for example, is a sensitive topic with the Government.

5.2. Gaps and emerging issues

26. **Gap 1 - Sustaining momentum on addressing statelessness in Kenya:** There is a window of opportunity that exists and should be built upon following the registration of the Makonde, Shona and formerly Rwandan populations as Kenyan. Recognising the important role that UNHCR plays in liaising with the Government, some stakeholders felt that there is scope for UNHCR to push the Government harder to take action, including on sensitive groups. Kenya has made considerable progress in reducing statelessness (and risk of statelessness) but there is a long road ahead to ending statelessness in the country. Moreover, there are remaining problems and gaps that need to be resolved, such as the issue of 'double registration' of some Somali Kenyans; and new issues to analyze and address, including the Government's digitalization of identities in Kenya. UNHCR needs to recognize the long-term nature of the work on statelessness and the importance of predictability when working with partners. UNHCR's implementing partners require longer-term PPAs and fewer gaps in their funding cycles and programmes. Government partnerships will need to continue to be strengthened and sustained over time. All of this will require sustained investment and staffing from UNHCR so as to keep up momentum and not risk slipping backwards.
27. **Gap 2 – Finalizing and formalizing the draft NAP for Kenya:** The NAP for Kenya has been in draft form for a number of years. As the Government Task Force on Statelessness begins to resume business (once COVID-19 restrictions allow), it will be important to prioritize finalization of the NAP, ensure national ownership of statelessness efforts and put a mechanism in place to monitor and report on progress. Once finalized, UNHCR should configure its work on statelessness around the NAP so as to support the Government in its efforts.
28. **Gap 3 – Advocating for Kenya's accession to the UN conventions on statelessness:** UNHCR could play an important role in making this happen both: a) through its existing strong relationships with Government, particularly if those were strengthened at senior level, as well as at regional level through leveraging of regional bodies, processes and events; and b) through closer engagement with local legal partners, to provide technical support to relevant parts of the Kenyan Government.
29. **Gap 4 – Mobilizing and leveraging the contributions of other UN agencies to address statelessness:** The UNHCR-UNICEF Global Coalition on Every Child's Right to a Nationality has in practice translated into good collaboration on birth registration for pastoralist communities in Garissa County. UNHCR's collaboration with UNFPA on data and censuses has also been described positively. However, key informants noted that there is room for UNHCR to more proactively engage other UN agencies on addressing statelessness as One UN and as part of joint efforts to advance achievements of the SDGs.

Table 2 – Critical Moments Timeline, Kenya, 2011-2020

Date	Significant Event	Why is this event significant
2011	Global Ministerial meeting on statelessness	The meeting was attended by Kenyan officials. It triggered a framework to look at statelessness in Kenya. By 2014, when the Campaign launched, there was already momentum.
2014	UNHCR sponsored workshops on statelessness	The first workshop brought together county and national authorities, civil society and UNHCR to bring attention to and contextualize statelessness in Kenya. This was followed by a second workshop whereby a group began to draft the NAP. It likely triggered the establishment of the Statelessness Task Force.
Feb 2015	Creation of Government Task Force on Statelessness	UNHCR welcomed the creation of the National Task Force with representation from various Ministries and Departments.
2015	UNHCR support for profiling of the Makonde population	UNHCR and partners supported the profiling and verification of the Makonde population, overseen by the Task Force.
2015	UNHCR hires dedicated Statelessness Officer	Critical to have dedicated focus on statelessness, particularly a national staff member.
2015	Statelessness Coordination Working Group established	The Working Group was established to map activities and brainstorm on solutions and create opportunities for interaction between Government and CSOs. Government was able to learn about the reality on the ground from CSOs. However, Government is represented by technical staff; there is still a need to engage with senior government policy makers that can impact decision-making around statelessness.
October 2015	Statelessness workshop facilitated by UNHCR and KHRC	Brought together Government, CSOs and PoCs. Ground-breaking for work on statelessness in Kenya. Government officers moved by the stories they heard from PoCs. Senior government staff present which really led to change. The Director of National Registration Bureau went on to do Masters with courses on statelessness after that workshop.
2016	Recognition and registration of the Makonde population	After years of lobbying by the Makonde people themselves, including a 4-day historic protest march from Mombasa to Nairobi organized by the Kenya Human Rights Commission along with the Haki Centre and grassroots/faith-based organizations, approximately 1,500 of the 4,000-strong Makonde community were granted full citizenship and obtained ID documents. This reduced the number of known stateless persons in Kenya. It also created expectations and opened doors for registration of other stateless communities in Kenya.
2016	Capacity building/NAP workshop	The workshop was attended by technical level people from Government, no Directors there (still a gap but closing). The workshop built their capacity and started putting form to the draft NAP.
2016	Launch of East Africa statelessness report	Launch of East Africa comparative report on statelessness in Arusha. This was seen as critical for building government networks. The statelessness officer was cited as playing a key role in building relationships and establishing trust with the Ministry of Interior.
2017	Elections	Hindering factor, all activities temporarily stopped.
2017	1 st regional workshop in Kinshasa	Kenya came out very strongly in the workshop; emerged as a leader on statelessness in the region.
2018	Directive by MoE requires birth certificates for children attending school	A new directive by the Ministry of Education requires all school going children to have birth certificates and to provide their parents identity card numbers. This requirement pushed children born to stateless parents out of school.

Date	Significant Event	Why is this event significant
2018	Expiration of Section 15 (2) of the legislation governing nationality issues: Kenya Citizenship and Immigration Act 2011	This has stalled tangible development. UNHCR has submitted their comments to amend the law and are waiting.
2016-2018	Mapping of Pemba population	A Pemba study conducted by UNHCR, the Kenya National Bureau of Statistics, Statistics Norway and Haki Centre. The study is yet to be publicly launched.
2019	Mapping of Shona population	UNHCR and partners conducted a household listing and mapping of Shona households, including a Social Economic Assessment (SEA) component to provide a baseline on stateless Shona and for comparison with the non-stateless population. The study was funded by the WB-UNHCR Joint Data Centre.
2019	National Population Census	UNHCR PoCs (refugees and stateless) were included as a response category in the census for first time. Strong collaboration between UNHCR and Kenya National Bureau of Statistics.
2019	Joint UNICEF/UNHCR initiative on birth registration	As part of the Coalition on Every Child's Right to a Nationality - Start of UNHCR-UNICEF joint project to support Government to increase birth registration for pastoralist populations in Garissa County.
2019	Government representative attends statelessness training in San Remo, Italy	UNHCR facilitated the Government statelessness focal point to attend the statelessness course in San Remo.
2019	ICGLR Conference	Propelled the commitments of Governments, including Kenya, to take action on statelessness. Brazzaville Convention and ICGLR workshops were important enablers for Kenya. ICGLR not strong and not highly regarded in Kenya as a powerful inter-governmental organization. UNHCR is aware of that but fact remains that they were the only partner willing to work with UNHCR; EAC and IGAD less willing but there are efforts to engage those partners at regional level.
2019 (May)	Meeting of stakeholders to draft a Shona specific petition	UNHCR and partners met with stakeholders to draft a Shona specific petition, which was presented before the Kiambu County Assembly. The motion was adopted unopposed recognizing the Shona as Kiambu residents and an appeal for their citizenship was submitted to the Senate.
2019	Regional preparation meeting for HLS hosted by Kenya	Preparation meeting for the HLS which put Kenya at the forefront of initiatives to prevent and end statelessness.
November 2019	High Level Segment (HLS) in Geneva	The Government of Kenya made seven commitments at the UNHCR-organized HLS in Geneva, including: recognizing and registering Kenyan citizens members of the Shona community who qualify for citizenship under the law; completing legal reforms to address and remedy statelessness in Kenya permanently; acceding to the UN Conventions on Statelessness; re-establishing the Task Force on statelessness; and validating and implementing the draft NAP to end statelessness.
Early 2020	COVID-19	Outbreak of COVID-19 pandemic causes delays to activities of UNHCR and partners on statelessness.
2020	The first stateless girl admitted to study economics at University of Nairobi	The story received a lot of attention on social media, raising awareness publicly on the issue of statelessness and its impact on people: https://www.unhcr.org/news/stories/2020/11/5fab26024/want-shona-women-they-want.html

Date	Significant Event	Why is this event significant
Annual	Annual IBelong Campaigns	The 2015 and 2016 campaigns targeted the general public and were particularly successful. The 2017 and 2018 campaigns were more targeted at government counterparts.
Ongoing	Community events	The capacity and confidence of communities has grown: from being confused and afraid to being much more organized with democratic leadership and working much better with local/county authorities. For the Pemba community for example, the Chairman can go to the County Authorities and has provided the authorities with the community register.
Ongoing	The Huduma Namba project – digitization of records	The Huduma Namba project has provided the opportunity to review several laws that govern registration of persons. The project brings with it the need for a comprehensive law to govern the collection of data and generation of a unique Personal Identification Number. The new law will repeal the birth and deaths registration act as well as the registration of persons act. This project is seen as a great opportunity to ensure inclusion of UNHCR's Persons of Concern on the legal front. However, in practice, it will require follow up to ensure the law is implemented, and that stateless populations are not further marginalized and excluded.

Annex 4.4. MENA Regional Case Summary

1. Introduction

1.1. Overall project introduction

1. This country case summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.
2. The study does not focus on specific countries in the region but rather seeks to shed light on good practices and lessons to draw from the region and identify opportunities for the future.

1.2. Country case introduction

3. This case study is based on information collected between May and December 2020 using a mixed method approach in consultation with various stakeholders, as follows:
 - Global online survey of UNHCR staff at country level, which captured 93 responses from the MENA region: 52% response rate by targeted individuals in region and 86% by targeted operation/office in region.
 - Key informant interviews of 16 selected UNHCR staff in HQ, MENA Regional Bureau, Liaison Offices, MCOs, and Country Offices.
 - 3 regional engagement group discussions conducted with 11 external actors, including Government, civil society organizations (CSOs) and academia, and 2 remote interviews with global partners.
 - Desk Review of regional documents and literature.
 - Analysis of performance management data related to statelessness in Focus and the RBM system, and analysis of financial trends and patterns.
4. When reading this case study, its content should be considered in light of the following characteristics: (i) Data collection was conducted remotely due to COVID-19 restrictions; (ii) Palestine refugees that may be stateless are covered under UNRWA's mandate rather than by UNHCR.

2. Context

5. According to UNHCR's Global Trends Report, a total of 370,519 stateless persons were recorded in seven countries in the MENA region by the end of 2019.³⁰ The true extent of statelessness, however, is estimated to be significantly higher; the scarcity of reliable quantitative and qualitative data on stateless populations in the region was cited as a key challenge by UNHCR and partners. This can be explained by a number of factors, including but not limited to the high political sensitivity of questions of demography and citizenship in many countries, often leading to denial of presence of stateless persons by various Governments, lack of efforts to conduct objective studies and/or report accurate figures, or a general lack of interest and willingness to address the issue. Other factors include fear of stateless persons to come forward, the lack of specific questions relating to documentation during census exercises conducted by States, and the absence of specific statelessness determination procedures, which further compounds the difficulty of identifying and protecting stateless persons. The region has also seen increased risks of

³⁰ UNHCR Global Trends, Forced Displacement in 2019, Annex table 1.

emergence of statelessness as a result of forced displacement of millions of people due to conflict and instability over the past decade.

6. There are several drivers of statelessness in the region, starting with historical factors and the formation of States at the end of colonization, which led to scores of unregistered or excluded populations. Legislation and gender discrimination in nationality laws and inability of women to confer nationality to their children are also primary causes of statelessness.³¹ Few countries in the region are parties to the UN Statelessness Conventions, and many have nationality laws that do not meet international standards in terms of preventing statelessness. Many States also deny birth registration for children born out of wedlock, including in the case of rape, or born to parents in certain inter-faith marriages or whose marriages are not formally certified by the authorities.³² This puts children at risk of statelessness, as it denies them legal proof of their parentage and place of birth. Lastly, lack of awareness of birth and civil registration procedures and underlying socio-economic factors, including poverty and illiteracy, also put people at risk of becoming stateless.
7. The will of Governments to resolve and prevent statelessness varies between countries in the region, from those willing to take concrete steps to tackle causes or consequences of lack of citizenship, to those showing less interest in recognizing or addressing the issue. Largely motivated by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)³³ and lobbying efforts by civil society actors, a number of countries reformed their nationality laws between 2004 and 2010, including Egypt, Algeria, Iraq, Morocco, Tunisia and Yemen. Other countries had shown willingness to make reforms but were hampered by conflict and instability. Despite challenges related to sensitivities around nationality issues in the region, key informants cited growing awareness and willingness of Governments to engage in discussions, particularly with the launch of UNHCR's IBelong Campaign and ensuing initiatives at both global and regional levels.
8. UNHCR is the lead UN agency acting on statelessness in the region. Where there is complementarity between mandates on specific aspects, UNHCR collaborates with other UN agencies, such as UNICEF on birth registration of refugee children and UN Women on promoting gender equal nationality laws. There are few CSOs that work directly on statelessness (mainly UNHCR's implementing partners), though many are actively involved in advocating for women's and children's rights and on tackling some of the drivers of statelessness. Examples include the Arab Women's Right to Nationality Campaign, which was established in 2002 and was the main driver of nationality reforms mentioned earlier. The Global Campaign for Equal Nationality Rights (GCENR) network, established in 2015, is another active coalition in the region, which UNHCR co-chairs. UNHCR also collaborates with various academic partners, mainly around changing policy and developing tailored study programmes on statelessness.³⁴
9. Intergovernmental bodies: overall, there appears to be good collaboration between UNHCR and the League of Arab States (LAS) on issues related to child protection, SGBV, refugee law and asylum. In relation to statelessness, there have been some efforts on promoting universal birth registration and advocating for equal nationality laws that are in line with international standards, notably the 'Arab Declaration on Belonging and Legal Identity' (see sections 15 and 21). There are also efforts to step up collaboration with both the Gulf Cooperation Council (GCC) and the Organisation of

³¹ At time of writing this report, 12 out of 25 countries in the world that have gender discrimination in their laws were from the MENA region.

³² See also: UNHCR, COI Note on the Treatment of Women with Children Born out of Wedlock in Syria, 30 September 2019, www.refworld.org/docid/5db174a44.html

³³ All States in MENA adopted the 1979 Convention on the Elimination of All Forms of Violence against Women (CEDAW), Article 9 of which recognizes the right of women to confer nationality to their children on an equal basis as men. However, only Morocco and Tunisia have withdrawn their reservations to Article 9. Algeria is the only country in the region that allows women to pass their nationality to both their children and their spouse on equal terms with men, whereas in Egypt and Morocco amendments to nationality laws only allow women to transfer their nationality to their children and not their spouse.

³⁴ UNHCR has also participated in advisory committees for research and studies on statelessness, such as 'Preventing Statelessness among Migrants and Refugees: Birth Registration and Consular Assistance in Egypt and Morocco' (2019). Other examples include informal consultations with the Boston University Law Clinic on research and legal analysis.

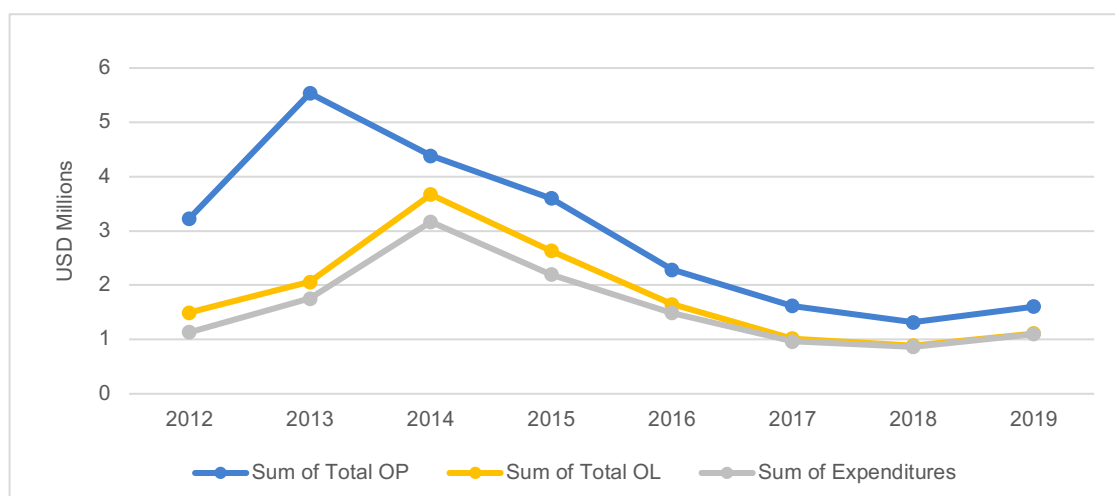
Islamic States (OIC) through a context-sensitive approach on statelessness. UNHCR has a joint workplan with OIC and plans to hold a round table on statelessness in 2021.

3. Key UNHCR initiatives to address statelessness

3.1. Budgeting and expenditure

10. Pillar 2 budget and expenditure for statelessness work in MENA has fluctuated between 2012 and 2019 (see Figure 1). The OL budget peaked in 2014 at USD 3,669,611 before declining through 2018 with a slight increase in 2019 to USD 1,111,273. Across MENA during the same time period overall OL budgets across pillars more than doubled. In 2019, Pillar 2 represented 0.09% of the total OL budgets in MENA.

Figure 1: MENA Region Pillar 2 Budget and Expenditure, 2012-2019



11. Budgets and expenditures in MENA have been heavily concentrated in two operations over the same period, Iraq and Lebanon, as shown in Figure 2.

Figure 2: MENA Regional expenditures for Pillar 2 by operation / office 2012-2019

Operation / office	2012	2013	2014	2015	2016	2017	2018	2019	Grand Total
Iraq	260,503	422,065	1,968,872	1,499,491	308,237	267,251	236,963	269,957	5,233,339
Lebanon	400,804	243,179	314,418	205,636	804,911	549,420	473,281	668,257	3,659,906
Saudi Arabia	110,579	295,107	266,571	258,138	186,954	138,592	146,147	134,364	1,536,451
Syrian Arab Republic	200,356	295,870	441,175	126,601	109,320	7,318	7,887	27,758	1,216,286
United Arab Emirates	92,573	54,407	87,365	78,228	76,890				389,464
Libya		315,749	30,650						346,399
Egypt	51,057	83,502	58,042	31,621					224,222
Regional Activities for MENA	21,286	46,065	0						67,351
Grand Total	1,137,159	1,755,944	3,167,092	2,199,715	1,486,312	962,580	864,277	1,100,337	12,673,417

12. Expenditures have also focused on a few objectives in UNHCR's results-based management system. Thirty-four percent of expenditures were linked to the development or strengthening of law or policy (GAP actions 3 and 4), while 19% of expenditures were associated with overall greater reduction of statelessness (GAP actions 1 and 6), as shown in Figure 3. Figure 3 also shows that budgets and expenditures have been almost fully concentrated on the Middle East, with virtually no Pillar 2 budget and expenditure in North Africa.

Figure 3: MENA Regional expenditures for Pillar 2 by objectives 2012-2019

Objectives (and related GAP objectives)	Middle East	North Africa	Regional Bureau for MENA	Middle East and North Africa total
Law and policy developed or strengthened (3, 4)	4,245,792		23,274	4,269,067
Greater reduction of statelessness is achieved (1, 6)	2,409,424			2,409,424
Identification of statelessness improved (10)	1,173,209	346,399		1,519,608
Operations management, coordination and support strengthened and optimized	1,338,418			1,338,418
Access to legal assistance and legal remedies improved (8)	1,306,017			1,306,017
Civil registration and civil status documentation strengthened (2, 7)	437,939	31,621		469,560
International and regional instruments acceded to, ratified or strengthened (9)	448,226			448,226
Services for persons with specific needs strengthened	363,794			363,794
Level of individual documentation increased (2, 7, 8)	134,507			134,507
Population has sufficient basic and domestic items		109,022		109,022
Health status of the population improved		81,495		81,495
Quality of registration and profiling improved or maintained	76,757			76,757
Coordination and partnerships strengthened	16,696			16,696
Grand Total	11,950,778	568,537	23,274	12,542,589

3.2. Main activities

13. UNHCR's engagement in statelessness work in the region is guided by the Global Action Plan (GAP), specifically prioritizing Actions 7 and 3, and increasingly focusing on Actions 9 and 10. According to key informants, UNHCR's approach takes into account the regional context, including dominating emergencies and forced displacement, and thus focuses on addressing the emerging risks of statelessness. This is done through advocacy efforts with Governments, civil society and other partners; provision of technical support; capacity enhancement through trainings and workshops; and legal and logistical support to stateless people to obtain necessary documentation.³⁵
14. **Improving birth registration:** UNHCR has focused on improving birth registration, particularly in refugee and IDP settings and as part of the Regional Refugee and Resilience Response Plan (3RP) for the Syria Refugee situation. This has involved working closely with government counterparts and partners to address various administrative hurdles, strengthen legal aid and counselling services, and engage communities in various processes and awareness raising. Notable examples include the creation of a mobile court in Mosul to assist families to obtain birth, marriage and death certificates, and ID documents; introducing civil registry desks and Sharia courts in refugee camps in Jordan and waiving of various fees; and working closely with the Ministry of Social Affairs, CSOs and other partners in Lebanon to facilitate birth and civil registration. Joining forces with UNICEF in Lebanon as part of a joint strategy for addressing childhood statelessness was also cited as a key endeavor.
15. **Strengthening advocacy with Governments to make legislation more gender sensitive:** UNHCR has used the momentum of the IBelong Campaign to enhance advocacy and awareness raising with Governments and partners in the region to address gender equality in nationality laws. In collaboration with the LAS Secretariat, UNHCR co-led a series of meetings and conferences between 2015 and 2017 aimed at strengthening rights to legal identity, including birth registration, nationality and family unity. Of particular importance was the 2017 'First Arab Conference on Good Practices and Regional Opportunities to Strengthen Women's Nationality Rights', which was co-sponsored by UNHCR, LAS, the GCENR, UNICEF and UN Women, and resulted in an outcome statement that promotes gender equality in nationality laws.³⁶ This led to the formal adoption of the 'Arab Declaration on Belonging and Legal Identity' in February 2018, which calls for gender equal nationality legislation rights in all LAS Member States and for ensuring children in those States enjoy their right to a legal identity.³⁷

³⁵ Global Survey results.

³⁶ League of Arab States, The First Arab Conference on Good Practices & Regional Opportunities to Strengthen Women's Nationality Rights, League of Arab States Secretariat General, 1-2 October 2017 - Final Declaration, 2 October 2017, available at: <https://www.refworld.org/docid/5a256c4a4.html> [accessed 2 December 2020].

³⁷ League of Arab States, Arab Declaration on Belonging and Legal Identity, 28 February 2018, available at: <https://www.refworld.org/docid/5a9ffbd04.html> [accessed 2 December 2020].

16. **Capacity enhancement of Governments and partners:** in addition to regional conferences and gatherings, which foster sharing of information and good practices in the region, UNHCR has developed tailored statelessness training courses and workshops, which include participants from Governments and civil society. These courses were described as key in strengthening awareness of international standards while also providing a platform for sharing experiences and exploring potential solutions. The UNHCR MENA regional office took a leading role in developing and facilitating a number of global statelessness courses in San Remo in collaboration with the International Institute of Humanitarian Law, including developing a tailored Arabic course which was offered to more than 90 participants from the region, including senior Government officials and members of the judiciary.

3.3. Relevance of initiatives

17. According to the Global Survey results, 13 percent of Protection Officers in MENA considered that UNHCR-led initiatives in their country closely responded to the drivers of statelessness, while the remaining respondents rated activities between 'somewhat relevant' and 'not relevant'. UNHCR key informants noted that many activities that contribute to prevention of statelessness, particularly involving refugees, IDPs and returnees, are not budgeted or reported under Pillar 2 but rather 1 and 4.
18. Overall, various key stakeholders believe that small wins and little steps are highly relevant given the overall challenging environment in terms of political sensitivities, restrictive legislation, conflict and instability, and competing priorities. Yet there is consensus that many countries in the region are far from resolving statelessness and that there is potential to do more.

4. Key achievements

19. The key achievements on ending statelessness are summarized as follows:
20. **Key achievement 1: Improvement of birth registration rates (GAP Action 7).** Joint efforts by UNHCR, Government counterparts and partners to facilitate birth registration and access to vital documentation for refugees and IDPs, particularly in the 3RP countries, led to marked improvements in birth registration rates and preventing risk of statelessness. A notable example is the reduction in the number of Syrian refugee children born in the region each year without any form of identity documents (birth certificate or medical birth notification) from 35% in 2012 to 1% in 2020. Birth certificates allow children to access basic rights like health and education, help them confirm or acquire nationality, and enjoy more protection against various risks such as family separation.
21. **Key achievement 2: Law reforms in several MENA countries and increased awareness and engagement in relevant discussions (GAP Action 3).** There is recognition of the key role civil society actors have played in driving nationality law reforms in several countries, combined with engagement by international human rights bodies like the CEDAW Committee, and embracing political will of various Government leaders. Moreover, the momentum created by UNHCR's IBelong campaign and related initiatives are seen to have heightened attention and awareness of women's and children's rights and links to citizenship. Other notable initiatives include the 2016 "Gulf Regional Conference on Citizenship Laws: The Right of Women to Confer Nationality to Their Children" held in Bahrain by the GCENR, in partnership with Bahrain Women Union and Equality Now, and with support from UNHCR. The event brought together stakeholders from civil society and Governments and was seen to reignite interest after the setback faced in the aftermath of the Arab Spring.
22. **Key achievement 3: Joint efforts leading up to the Arab Declaration on Belonging and Legal Identity.** The Declaration constituted the first written joint statement calling for gender equal nationality rights in all LAS Member States, as well as for all children in those States to enjoy their right to a legal identity. Though there have been minor developments since the adoption of the declaration, various key informants regarded this

event as setting the ground for enhanced advocacy and efforts. A follow-up conference is planned in 2021 aimed at developing a plan of action for implementation by various Member States.

23. **Key achievement 4: The High Level Segment (HLS) and pledges made by Mauritania.** Holding the HLS at the midpoint of the IBelong Campaign in late 2019 helped demonstrate global corporate attention of UN and partners on statelessness. Of particular importance were the preparatory regional meetings which saw representation from all MENA States and involved in-depth discussions about the importance of documentation. While there is much to be done on various Gap Actions, Mauritania was the only country in the region to make formal commitments at the event. Key informants emphasized the importance of having a conducive environment but that political will on its own was not enough; UNHCR and partners' support to the Government was described as instrumental and paving the way for achieving progress in various areas.
24. **Key achievement 5: Various key informants spoke of a "transformative narrative"** around questions of statelessness with a perceptible increase in understanding and willingness amongst government representatives to discuss and address statelessness at country and regional level, particularly in the last 5-10 years.

5. Observations and Emerging Issues

25. This section describes the main observations on UNHCR's work in support of ending statelessness in the MENA region. This is followed by a brief description of emerging issues and opportunities identified by the evaluation team.

5.1. Observations

26. **Observation 1: Overarching political and legal environment.** The overall historical, political, and legislative context in MENA shapes statelessness work. Different stakeholders cited difficulties resulting from laws, practices and cultural beliefs, concerns about stability and demographic balances, sensitivities around sovereignty, and low capacity and weak institutions in some countries.
27. **Observation 2: Relationships with Governments.** In a region with long-standing forced displacement, UNHCR has gained legitimacy by Governments and is considered a trusted partner. Various stakeholders noted that while it is important for UNHCR to maintain good relationships, there is a sense of 'over-cautiousness' at times, which is attributed to the fine balance that needs to be struck when engaging with refugee hosting and donor Governments.
28. **Observation 3: Public advocacy.** Linked to the previous observation, different stakeholders believe that UNHCR tends to be risk-averse when it comes to publicly communicating about stateless populations in the region and that there is scope for stronger messaging and public awareness efforts on certain issues.
29. **Observation 4: Funding.** According to global survey findings, 31% of protection staff said insufficient funding limits statelessness activities in their country operations and 39% were unsure or unfamiliar with funding for statelessness work. Only 7% rated funding to be sufficient and suitable for their ambitions. Moreover, 44% of survey respondents rated statelessness as inadequately incorporated in Country Operational Plans and budgets. These findings were echoed by key informants explaining that there is either little to no direct work on statelessness in the region or that some activities contributing to ending or preventing statelessness are reported under other pillars.
30. **Observation 5: HR and staffing.** Key informants also view overall staffing for statelessness work to be insufficient. 35% of protection staff rated staffing for statelessness activities as insufficient, and 22% were unsure or unfamiliar. While having a dedicated regional protection officer with statelessness responsibilities is valued and appreciated, the lack of dedicated statelessness staff at country level (except Lebanon) was cited as a constraint.

31. **Observation 6: Prioritization by leadership.** Low prioritization was evident in various data sources and is generally attributed to the focus being put on dominating emergencies, including protracted displacement, the Yemen crisis, and mixed movements in North Africa. According to global survey results, 13% of Country Representatives and Heads of Field Offices said they spend between 15 and 25% of their time on statelessness, 67% spend less than 15% of their time, and 20% spend no time at all. Qualitative survey responses and key informant interviews reflect a sense that it is personally driven by those with knowledge and experience in statelessness work, and the risk-benefit balance of engaging in policy advocacy with sensitive Governments.
32. **Observation 7: Partnerships.** UNHCR has partnership agreements with CSOs in some countries, mainly engaged in legal documentation, advocacy and awareness raising. While there is some collaboration with other civil society actors and networks, there is a general sense that this collaboration can be strengthened through increased support and capacity enhancement. Apart from some collaboration with UNICEF and UN Women in specific contexts, there appears to be limited UN-wide collaboration on issues related to statelessness. Lastly, there is a perception that regional bodies like LAS have limited executive power and rather serve as a vital instrument for facilitating dialogue, which may eventually lead to bigger wins and concerted efforts on specific issues. Key informants also cited the potential for enhanced collaboration with the GCC Secretariat and OIC in the Gulf sub-region.

5.2. Emerging issues and opportunities

33. **Emerging issue 1: Need for prioritization / increased understanding of statelessness within UNHCR.** Low prioritization of statelessness within UNHCR was echoed by various informants and is mainly attributed to focus being put on refugees and IDPs, requiring strong will and additional efforts to keep statelessness on the agenda. Key informants also highlighted a general lack of understanding amongst key staff, of the region's history, political context, and the particularities of the different stateless populations across the region.
34. **Emerging issue 2: Potential for more collaboration with CSOs and networks.** Many noted that there is scope for UNHCR to enhance its collaboration and support to well-established CSOs at national and regional level given their knowledge, engagement and trust within their communities. The launch of the first formal statelessness network in the MENA region in mid-2020, known as "Hawiati", presents an opportunity for UNHCR to strengthen its collaboration with civil society actors on the issue. There are also opportunities to leverage existing networks and forums in the region that focus on displacement, and promote collaboration amongst these networks on issues related to statelessness.
35. **Emerging issue 3: Potential for more high-level advocacy support from RB/HQ.** Some key informants believe that there is potential for more high-level support from UNHCR leadership at both Regional Bureau and HQ levels, particularly in policy advocacy with the more sensitive Governments. There is a sense that high-level diplomacy is needed in certain contexts and would pave the way for country operations to move forward on some issues.
36. **Emerging issue 4: Clear follow up mechanisms.** Key informants highlighted the need for clear well-defined follow up mechanisms with Government representatives and other partners who participate in regional and global meetings, workshops and events. This can help maintain communication and interest given the amount of effort put into building relations and establishing dialogue with various stakeholders.
37. **Emerging issue 5: Potential to explore new paths and entry points with highly sensitive Governments.** Various key informants felt there was no clear strategy or guidance on how to engage with certain Governments and that there is potential to explore new entry points or engage in constructive discussions in ways that do not necessarily jeopardize relationships.

38. **Emerging issue 6: The need for a regional approach to addressing statelessness** was raised by various external partners, as statelessness is viewed as an issue that cuts across borders in the region. Some government stakeholders noted a need for regional coordination on legal and development aspects, in addition to the importance of continuing and strengthening regional platforms to harness knowledge and share good practices and lessons amongst different types of actors.
39. **Emerging issue 7: Potential for strengthened linkages with the Global Compact for Refugees and the SDGs.** Various stakeholders believe that addressing statelessness must not be viewed in isolation and that there are opportunities to build and create momentum around the UN-wide strategy to address statelessness, including continuous and enhanced advocacy to make linkages between relevant international legal frameworks related to statelessness, the Global Compact on Refugees, and the Sustainable Development Goals.

Annex 4.5. Philippines Country Case Summary

1. Introduction

1.1. Overall project introduction

1. This country case summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.

1.2. Country case introduction

2. This country case study covers the Statelessness activities undertaken by the UNHCR Philippines Country Office in collaboration with the Government of the Philippines supported by a number of implementing and operational partners and co-partners from the UN and civil society. The overall purpose of this study is to provide country level inputs and insights to support the overall evaluation aims and objectives.
3. The findings presented are based on the global survey and information collected remotely between October and November 2020 through document and records review, key informant interviews with HCR, Government, and partner staff, as well as an online critical moments workshop attended by key UNHCR country office staff. In total 10 key informant interviews were undertaken (HoO, Statelessness officers (2), HCR field staff (1), Government Agencies (2), UNICEF, and Operational and Implementing Partners (3).
4. When reading this case study, its content should be considered in light of COVID-19 restrictions, which meant that data collection was done entirely remotely, somewhat limiting the evaluation team's engagement with stakeholders and persons of concern.

2. Context

5. There are five (5) State-identified populations at risk of statelessness:
 - The Sama Bajau (nomadic "boat people" in the South/Mindanao: approximately 100,000-200,000 according to various estimates – 130,066 in the 2010 census). Such families are mostly living in the Sulu Islands between Mindanao and Borneo, Malaysia.
 - People of Indonesian Descent (PIDs, mostly in Mindanao: 8,745 already registered, of which 96% or 8,371 has been provided with solutions).
 - Foundlings (approximately 5,660 from 2010 to 2019 based on unofficial statistics from the Philippine Statistics Authority or PSA)
 - Children of Filipino descent in migratory settings who are not registered (2-3,000 in Saudi Arabia in 2011).
 - People of Japanese Descent (PJDs), being children of Japanese citizens who migrated from the late 19th century to 1945 to the Philippines and married Filipino women) are also at risk of statelessness due to conflict of laws. Mapped at around 3,000 in 2016. As of May 2020, there are 970 still alive. However, advocacy initiatives are ongoing for the inclusion of this population as a State-identified group at risk of statelessness.
6. The Philippines has long been a country that people have migrated to in order to find work. This has been the main driver of statelessness. Historically, almost non-existent borders between the islands in the south has enabled free travel between States, being the cause of both the PID and the Sama Bajau statelessness issues.
7. Although the Government faces continual challenges such as frequent natural disasters, and high levels of poverty, it has shown a keen willingness to address statelessness issues, although such activities are not always their first priority.

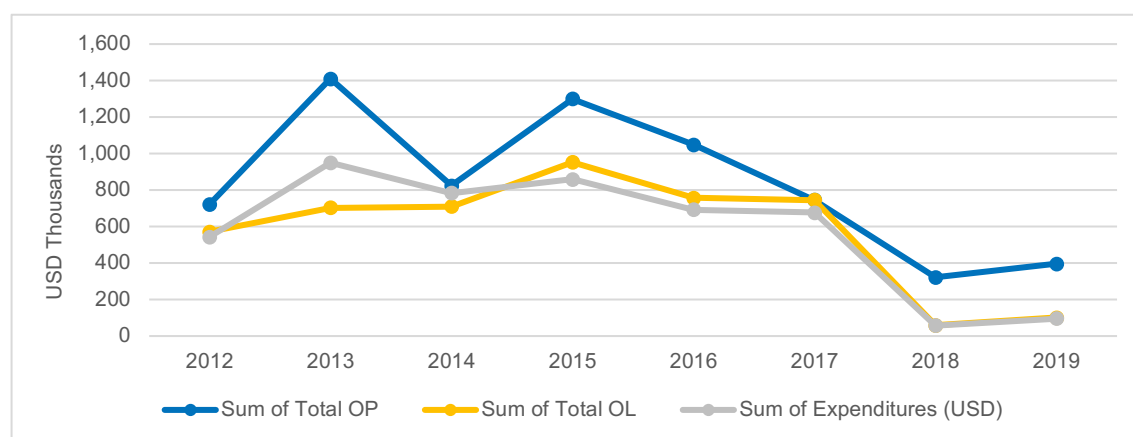
8. This is manifested through its pledges during the High-Level Segment on Statelessness and the implementation of its National Action Plan (NAP) to End Statelessness and its Inter-Agency Agreement on the Protection of Refugees, Asylum Seekers, and Stateless Persons. These frameworks have enabled a whole of government approach through the creation of seven (7) inter-agency Technical Working Groups (TWGs) under the NAP and the Inter-Agency Steering Committee on the Protection of Refugees, Asylum Seekers, and Stateless Persons (IASC).
9. It should be noted, however, that inclusion of stateless persons and populations at risk of statelessness in government programs and services have yet to be fully realized
10. Other main UNHCR partners include UNICEF with whom a “Joint Strategy for Addressing Childhood Statelessness” was established (2017-2023), and previously, when funding was available, UNHCR worked with local implementing partners such as CFSI (Community and Family Services international) and Pasali, who operate mainly in Mindanao, and the Philippine Nikkei-Jin Legal Support Centre (PNLSC) who work on a national basis.

3. Key UNHCR initiatives to address statelessness

3.1. Budget and expenditure

11. Pillar 2 budget and expenditure for statelessness work in the Philippines has fluctuated between 2012 and 2019 (see Figure 1). The OL budget peaked in 2015 at USD 952,137 before dramatically declining in 2018 and slightly increasing in 2019 to USD 100,249. The reasoning behind such a reduction, and the process undertaken to set budgeting levels remains unclear. In 2019, Pillar 2 represented 3.36% of the country office’s total OL budget.

Figure 1: Philippines Pillar 2 Budget and Expenditure, 2012-2019



3.2. Main activities and initiatives

12. The Country office’s main statelessness focus areas are as follows:
 - Ongoing support to the Government of the Philippines for the implementation of the National Action Plan (NAP).
 - Ongoing support to the Government of the Philippines towards the ratification of the 1961 Convention.
 - Working to enhance policy and legal framework e.g., on the removal of gender discrimination from Nationality Laws.
 - Provision of technical support and capacity building for the Government, UN agencies, implementing and operational partners, and community-based organizations.

- Advocacy to the Government and Congress (Department of Justice and other relevant agencies) and awareness raising at Government and communities' levels.
- Co-ordination and administrative support for the Inter-Agency Steering Committee (IASC) and its working groups.
- Support on individual cases as per the Stateless Status Determination Procedure.
- Assessment of statelessness and stateless cases (field studies and focus groups with PIDs, Sama Bajau, PJDs) to improve the quality of available data.
- Case assistance for civil status registration and provision of documentation (including birth registration, passports and certification) plus counseling for confirmation or acquisition of nationality.

3.3. Relevance of ongoing Statelessness work.

13. The Country Office's activities basically reflect their ongoing implementation of the NAP and as such are relevant to ongoing operational objectives. UNHCR works alongside the Government, advocating for change and providing technical and administrative support, implementing the plan through the seven (7) Technical Working Groups (TWGs) under the NAP and the inter-(governmental) agency steering group (the IASC) composed of numerous (20) government agencies, working on a "whole of government" approach necessary to ensure the involvement of all concerned parties. Each TWG has a lead agency co-chaired by the Department of Justice – Refugees and Stateless Persons Protection Unit (mandated agency on statelessness) and relevant agencies. The IASC is also headed by the DOJ-RSPPU. UNHCR serves as ad-interim coordinator and secretariat of the NAP TWGs and IASC respectively.
14. UNHCR extends technical and administrative support tends to be provided at the national and local levels. Field level activities are ongoing mostly in the Mindanao region where necessary awareness raising activities and individual case support are undertaken as required alongside local partners and Municipal officials.

4. Key achievements

15. The key in-country achievements on ending statelessness are summarized below.
16. **Key achievement 1:** The identification of populations at risk of statelessness through a series of roundtable discussions and field visits in 2010-2011. This initiated the process of addressing statelessness within the Philippines by building consensus within the Government regarding a need to resolve the issues at hand. This has led to a Memorandum of Understanding between the Public Attorney's Office and UNHCR, and the formulation of the joint Refugee and Stateless Status Determination Procedure (2012) which mandates the DOJ to lead on the identification and protection of People of Concern (PoC) through the establishment of the Inter-Agency Steering Committee co-ordination structure.
17. **Key achievement 2.** The Government of the Philippines accession to the 1954 Convention on Statelessness (2011). This provides the legal basis for the ongoing advocacy work and is indicative of the commitment by the Government of the Philippines to reduce statelessness.
18. **Key achievement 3:** The establishment of the Refugee and Stateless Status Determination Procedure (2012) which mandates the DOJ to lead on the identification and protection of People of Concern.
19. **Key achievement 4:** The National Action Plan to End Statelessness by 2024. Developed in 2015 and formally launched in 2017, the plan incorporates seven Action Points taken from the Global Action Plan to End Statelessness which establishes inter-agency Technical Working Groups (TWGs) per action point. Implemented together with the Government, the plan guides the direction of day-to-day activities and is the only one of its nature in South East Asia.

20. **Key achievement 5:** To strengthen coordinative mechanisms to ensure PoC access to programs and services, the Inter-Agency Steering Committee (IASC) has been established through an Agreement in 2017. This has led to several positive developments, including policy issuances and referral mechanisms for PoC. A Memorandum of Understanding between the Public Attorney's Office and UNHCR which outlines the cooperative framework for extending free legal assistance and representation to PoC.

5. Observations, gaps and emerging issues

5.1. Observations

21. **Observation 1:** A key factor in the success achieved by the country office is the fact that statelessness activities are prioritized within the senior country office hierarchy. Specifically, the recruitment of two full time local staff concentrating on statelessness work, who are able to communicate well, and who share the same culture as government officials, has had a beneficial effect. Such staff have also been able to work alongside local PoC in the field as well as with local municipal offices as it is these officials that actually provide the certificates/registration.
22. **Observation 2.** Credit for the achievements should be shared between UNHCR and the Government of the Philippines who have good ownership of the NAP and the overall drive towards addressing statelessness issues in the country, specifically within the DOJ - RSSPU. This whole of government approach has proved beneficial in that key departments such as the PSA has also been heavily involved in field activities, and in improving the quality of the statelessness data available. The country office's ability to generate and ensure such ownership, and not to work on such issues independently, is a good practice to be replicated.
23. **Observation 3.** The Statelessness staff have also worked well alongside local implementing partners utilising their local language skills and knowledge to implement projects on UNHCR's behalf. Such partners have a relationship and access to PoC that UNHCR staff do not have, for example, the ability to stay in such communities overnight, an activity which would be against UNHCR security regulations.

5.2. Gaps and emerging issues

24. **Gap 1.** The main gap currently is a lack of financial resources. For example, the Sama Bajau pilot project was successfully undertaken (more than 600 Sama Bajaus were registered and received birth certificates), however, funding for the mapping exercise that was intended to follow has not materialized. Work has therefore slowed greatly. Figure 1 showed the trend in funding over recent years. Funding shortages have also meant a reliance on UNICEF funding for the continuation of the joint birth registration initiative. UNHCR funding allocation decisions at regional and country level should ensure that previous efforts and achievements are not undermined due to a lack of resources.
25. **Gap 2.** How to measure progress against the NAP has also been an issue. The country office feels more measurable indicators for each of the GAP objectives, together with centralised guidelines on setting NAP indicators, would perhaps have enabled the CO to better measure progress against their own NAP objectives.
26. **Gap 3.** Awareness amongst key government departments at both national and local levels still needs to be improved. A lot of progress has been made in the Philippines on this issue through workshops and webinars, however, a deeper governmental engagement could help accelerate the speed of progress on the NAP.

Table 1 – Critical Moments Timeline, the Philippines, 2011-2020

Date	Significant Event	Why is this event significant
2010-2011	Identification of populations at risk of statelessness through a series of roundtable discussions	Provided baseline information on the issues that need to be addressed. Built consensus among government agencies that there is a requirement for the Government to look at these scenarios and resolve the issues at hand. Signal for UNHCR to initiate support to the Government's interventions.
2010	Conduct of the Philippine Census	Included data on Sama Bajau which served as the baseline data in advocacy activities and in the pilot birth registration in 2019 (the 2020 Census is ongoing).
2010	Regional statelessness officers appointed	Expansion of the statelessness work in the regional offices providing support to CO on a global basis.
2011	Accession to the 1954 Convention Relating to the Status of Stateless Persons	This provides the legal basis for the ongoing advocacy work and is indicative of the commitment by the GoP to reduce statelessness.
2011	Committee on Overseas Workers' Affairs Report on the Condition of Overseas Filipino Workers in Saudi Arabia	Provided information on the plight of children of Philippine descent in migratory settings, one of the State-identified populations at risk of statelessness. This serves as one of the documents used as a basis/take off point in advocacies with relevant stakeholders and the Surge Capacity Project on Statelessness.
2011	Ministerial Intergovernmental Event on Refugees and Stateless Persons	<p>The Philippines manifested the following pledges:</p> <ol style="list-style-type: none"> 1. Enhancing the policy and operational framework 2. Issue machine-readable Convention travel documents to refugees and stateless persons 3. Continue the study on statelessness 4. Initiate process of accession to the 1961 Convention 5. Continue leadership in ASEAN in the development of a human rights framework 6. Increase Philippines' contribution for 2012 to support UNHCR's programmes <p>These pledges, with some revisions, were also re-echoed during the 2019 High-Level Segment on Statelessness.</p>
2012	Department of Justice Circular No. 58	<p>Established the Refugee and Stateless Status Determination Procedure. Ensured increased technical expertise on issues and ownership on statelessness issues on the part of the Government.</p> <p>Created the Refugee and Stateless Persons Protection Unit (RSPPU) of the Department of Justice (DOJ) which is the lead agency on refugee protection and statelessness. It also mandated it to coordinate with other agencies to protect PoC.</p> <p>Set out the role of UNHCR to provide guidance and technical support to the Philippine Government</p> <p>Created a profile of the Philippines as a model in the region, being the only State in Asia with a Stateless Status Determination Procedure (elevated profile of the Philippines; motivates continued progress).</p>
2012-2013	Mapping of PID population	Pre-mapping of PID population in Mindanao. This provides a picture of the population that served as a guide for the Philippine and Indonesian Governments to embark on the Registration and Confirmation of Nationality of PID Project.
2012	Hiring of personnel under UNOPS contract focused on statelessness	This provided dedicated staff assigned to statelessness issues.

Date	Significant Event	Why is this event significant
2013	Memorandum of Understanding between the Public Attorney's Office and UNHCR	This outlines the framework agreement between HCR and the Public Attorney's Office (PAO) regarding free legal assistance, counselling, and representation of refugees, stateless persons, and individuals applying for refugee and/or stateless status. MOU renewed in 2019 and will be valid for another 2 years (until 2021).
2014-2020	Registration and Confirmation of Nationality of PIDs	Provides durable solutions for PIDs. Part of this Project includes bilateral meetings between the Philippine and Indonesian Governments which were conducted annually from 2014-2019, learning sessions for PIDs, and participatory assessments.
2014	Jakarta Development of Action Plan for 2014-2016	Provided the framework to pursue the inter-governmental PID project. The importance of collaboration between the Philippines and Indonesia in determining the legal status of Persons of Indonesian Descent was reiterated in the JCBC meeting in Jakarta, Indonesia on 24 February 2014 where the Ministers of both States agreed on the importance of determining the legal status of Persons of Indonesian Descent in southern Mindanao with a view to providing better legal protection. The undetermined legal status of the population is linked to the issue of nationality which presents concerns on status in daily lives of the population and access to rights.
2015	Development of the National Action Plan (NAP) to End Statelessness	Raised awareness on statelessness issues in the Philippines to the Government and the civil society organizations. Selected and further contextualized 7 out of the 10 Action Points from the Global Action Plan to End Statelessness.
2015	Joint Declaration of Indonesia and Philippines on the Protection of Migrants and Migrant Workers	Reaffirmed the Philippines' and Indonesian's commitment to provide mutual consular assistance to both documented and undocumented migrants or migrant workers in an equal manner. The said declaration likewise emphasized that protection and consideration shall be granted to women and children, especially to victims of human trafficking and people smuggling.
2015	Supreme Court Decision on Karbasi's Case	Republic of the Philippines v. Kamran F. Karbasi, G.R. No. 210412 (2015). Landmark ruling which emphasized: <ol style="list-style-type: none"> 1. The Philippines' obligations under the Refugee and Statelessness Conventions to facilitate naturalization for refugees and stateless persons 2. The Philippines' Naturalization Law must be "read in light of the developments in international human rights law specifically the granting of nationality to refugees and stateless persons." According to Article 8 of the Philippines' Civil Code, this and other judicial decisions form part of the country's legal system. This forms part of the legal basis to pursue expedited administrative and judicial naturalization procedures for refugees and stateless persons.
2015	Issuances of municipal ordinances waiving fees for delayed registration and correction of entries for PID	Municipalities of Glan, Tupi, Balut, and Jose Abad Santos issued ordinances to waive fees for delayed registration for PID. This enables PID to register and progress towards receiving their Indonesian visas without having to encounter prohibitive costs.

Date	Significant Event	Why is this event significant
2016	Supreme Court Foundling Case	Mary Grace Natividad S. Poe-Llamanzares v. COMELEC, G.R. Nos. 221697 & 221698-700, March 8, 2016. Landmark decision recognizing that foundlings (children whose parentage are unknown), as a class, are presumed to be Filipino citizens unless there is evidence to suggest otherwise. This serves as a legal basis to advocate for the operationalization of this decision either administratively (issuance of birth certificates for children) or through legislation.
2016 - 2017	SEEDS for Solutions Initiative	Activities pursued under the SEEDS for Solutions funding: <ol style="list-style-type: none"> 1. Individual assistance for birth registration, acquisition and confirmation of nationality for PIDs 2. Support to capacity development through IT registration system protocol and hardware and training on the use of the system 3. Policy advocacy and NAP Technical Working Group Meetings
2016	Desk Review on Sama Bajau	Looks into the history and situation of Sama Bajaus, their status as one of the State-identified populations at risk of statelessness, protection issues they face. Recommended policies and programs that could be undertaken to address risk of statelessness for this population.
2017	Sama Bajau FGDs	Conducted a total of 30 FGD sessions with 318 Sama Bajaus in 6 communities (2 in Zamboanga and 4 in Tawi-Tawi) to validate the Desk Review, confirming most of the findings.
2017	Philippine Development Plan 2017 –2022	Including “addressing statelessness” in the plan as one of the priorities of the current administration is indicative of the commitment by the GoP to reduce statelessness. Provides strong basis to pursue statelessness initiatives and ensure inclusion of statelessness in the UN’s Socioeconomic Peacebuilding Framework (SEPF). The updated version of the PDP (published in 2021) incorporates statelessness in Chapters 11 and 21 which indicates the following strategies: <ol style="list-style-type: none"> 1. Ensuring access to government services 2. Enhancement of the policy and legal framework 3. Pursuit of database management system
2017	National Plan of Action for Children 2017-2022	Includes birth registration (Goal 1.5) as one of the priorities of the Philippine Government in line with Action Point 5 (Ensure birth registration to prevent statelessness) of the NAP.
2017	Formal Launch of National Action Plan to End Statelessness by 2024	The basis for the Philippines Country Office statelessness activities - 7 Action Points contextualized from the Global Action Plan to End Statelessness. Also created 7 Technical Working Groups, one per Action Point. Timeline is in line with the Global Action Plan to End Statelessness and the IBelong Campaign.
2017	Inter-Agency Agreement on the Protection of Refugees, Asylum Seekers and Stateless Persons	Created the Inter-Agency Steering Committee as a coordinative structure in the provision of services for PoC. The DOJ leads the Inter-Agency Steering Committee with UNHCR providing ad-interim coordinative and secretariat support. Utilizes a whole of government approach.

Date	Significant Event	Why is this event significant
2017	UNHCR-UNICEF Joint Strategy for Addressing Childhood Statelessness 2017-2023	In line with the global Coalition on Every Child's Right to Nationality. Strengthens collaboration between the Philippine operations of UNHCR and UNICEF on addressing childhood statelessness parallel to and supports the implementation of the NAP. Areas of work include: <ol style="list-style-type: none"> 1. Improve birth registration to prevent statelessness 2. Promote law reform and its implementation to ensure safeguards in nationalities to prevent statelessness among children (includes accession to the 1961 Convention and legislative advocacy for the foundling and civil registration and vital statistics bills)
2017	Issuance of Philippine Statistics Authority Memorandum Circular No. 2017-12	Regarding the reporting of births of children abroad of Filipino parents without any foreign documents. This is a means by which risk of statelessness among children of Filipino descent in migratory settings could be addressed.
2017	Exemption from securing an Alien Employment Permit for stateless persons pursuant to Department of Labor and Employment Order No. 186-2017	This allows recognized stateless persons and refugees to legally engage in gainful employment in the country.
2017	Stakeholders' Forum on Birth Registration	Aimed to meet with local civil registrars (LCRS) in island provinces (Basilan, Sulu, Tawi-Tawi). Led to the identification of bottlenecks on birth registration at the local level.
2017 – 2020	ACWC Regional Research on Legal Identity for All Women and Children in ASEAN	The Philippines contributed to the report by conducting a consultation to analyze the situation of the country with respect to good practices, gaps and challenges with regard to birth and civil registration as well as on the nationality framework. For 2021-2025, the Philippines is set to also pursue the recommendations from the ACWC study through policy and legislative advocacy and strengthening of birth registration mechanisms at the local level.
2018	Listening Sessions with Sama Bajau	Conducted with Sama Bajaus in Zamboanga City to learn about the concerns they faced due to lack of a birth certificate.
2018	Roundtable Discussion on Foundlings' Right to Nationality	Discussed how protection issues faced by foundlings (by virtue of their risk of statelessness) can be addressed through measures that would confirm their presumed Filipino citizenship and maintain statistics on foundlings to guide policy, plan, and program development. Involved stakeholders from the government and civil society.
2018	Department Circular (DC) 26 of the Department of Justice	Circular that grants non-immigrant visas to Registered Indonesian Nationals (RINs) and their dependents in the Philippines.
2018	Technical Education and Skills Development Authority Circular No. 24 series of 2018	Assists asylum seekers, refugees, and stateless persons in the identification of the needed skills training and provision of access to technical education and vocational training institutions and providers offering regular programs where courses offered are not subsidized by government funds.
2018	Department of Trade and Industry Administrative Order No. 18-7	Allows stateless persons to be able to engage in agriculture, industry, handicrafts, and commerce and to establish commercial and industrial companies through the revision of the Implementing Rules and Regulations of Act No. 3883 (Act to Regulate the Use in Business Transactions of Names Other than True Names).
2018	Reduction in Statelessness funding	This reduced the level of activity possible and prevented a full scale follow up of the Sama Bajau registration process.

Date	Significant Event	Why is this event significant
2018	Joint Field Operational Plan for the UNHCR-UNICEF Joint Strategy for Addressing Childhood Statelessness 2017-2023	Outlines the specific activities to be undertaken at the national, regional, and local levels to pursue objectives of the UNHCR-UNICEF Joint Strategy. Engages and streamlines collaboration between focal persons from the national and field offices of UNHCR and UNICEF.
2018	Issuance of BI Operations Order No. JHM 2019-004	Implements DOJ Circular No. 26. Provides for the issuance of Alien Certificate of Registration (ACR) or the Alien Certificate of Registration Identity Card (ACR I-Card) to Registered Indonesian Nationals which legalizes their immigration status.
2019	Registration of the Spouses, Children, and Parents of Minor RINs under DC 26	This has expanded the registration to family members of RINs who were not initially covered by the PID Project in 2014.
2018 – 2020	Advocacy meetings with the DOJ and Department of Foreign Affairs (DFA) on the Accession to the 1961 Convention	Identification of a plan/strategy to pursue accession to the 1961 Convention. Led to the development of a briefing analyzing the complementarity of the 1961 Convention with the Philippines' legal and policy framework in 2019. This briefing is an accompanying document for the Certificate of Concurrence to accede to the 1961 Convention which was submitted by DOJ in 2020.
2019	Focus Group Discussion with Judges	One of the ways forward from this activity is the development of proposed draft Facilitated Judicial Naturalization Rules through the IASC's Access to Justice Cluster (development of the Rules is ongoing).
2019	Capacity building of lawyers from the PAO	Capacitated 23 lawyers from the PAO in handling refugee and stateless status determination cases filed before the Department of Justice – Refugees and Stateless Persons Protection Unit and the appellate courts.
2019	Joint Position Paper UNICEF-UNHCR on Civil Registration and Vital Statistics (CRVS) Bills filed in the current (18 th Congress)	In line with the UNHCR-UNICEF Joint Strategy for Addressing Childhood Statelessness 2017-2023. Proposed the inclusion of measures to address risks of statelessness for identified populations (free, inclusive, and accessible birth registration, mobile registration in geographically isolated and disadvantaged areas, enhancing reporting of statistical data, capacity building and information dissemination).
2019	Inclusion of accession to the 1961 Convention and CRVS bills in the Council for the Welfare (CWC) of Children's 18 th Congress Legislative Agenda for Children	Strengthens support from the CWC secretariat and CWC's its member agencies to pursue statelessness-related initiatives at the legislative level.
2019	Pilot programme on the registration of Sama Bajau in Zamboanga	Registration and support provided to 400 Sama Bajau in selected Barangays in Zamboanga. Aligned with the priorities under the Coalition on Every Child's Right to a Nationality and the UNHCR-UNICEF Joint Strategy for Addressing Childhood Statelessness 2017-2023.
2019	Contact between DOJ, UNHCR, and the Federation of Nikkei Jin Kai Philippines	People of Japanese Descent (PJD) initiative gets under way. UNHCR Representative was also interviewed for a documentary (entitled: "ABANDONED"- The Stories of Japanese War Orphans in The Philippines and China") that advocates for the Japanese Government to address the statelessness issue for PJDs. It was released in theaters in 8 Japanese cities from July to September 2020.
2019	Regional preparatory meeting for HLS	Preparation meeting for the HLS.

Date	Significant Event	Why is this event significant
2019	National preparatory Meeting for HLS	Inter-agency consultative meeting in preparation for the regional preparatory meeting and HLS. Led to the stock taking of achievements in relation to statelessness identification of 6 pledges based on the pledges of the Philippines from the 2011 Ministerial Event.
2019	Incentive Fund	Granted financial resources to pursue: <ol style="list-style-type: none"> 1. Observation Mission to the United Kingdom for representatives from the Philippine Government (learn from and share good practices on statelessness, support the Philippines in its efforts to continue the process of accession). 2. Political mapping for the accession to the 1961 Convention (as the process of accession involves the concurrence of 2/3 of the Senate, the mapping will support key actors on how to strategically advocate for accession based on each legislator's political influence, priorities, and interests).
2019	HLS in Geneva	The Government of the Philippines makes six commitments at the UNHCR-organized HLS in Geneva. This reaffirms the Philippines' commitments to address statelessness and ensures accountability on the part of the Government as there would be a pledging mechanism on the progress of implementation of its pledges.
2019	Bureau of Immigration (BI) Law Instruction No. RBR-99002	Establishes an ad-interim mechanism for recognition of foundlings. Note: UNHCR Philippines has facilitated in the filing of petition for confirmation of Philippine citizenship of 1 foundling in 2020. The petition is currently being reviewed at the level of the BI.
2019	Planning of the Technical Working Groups of the National Action Plan to End Statelessness by 2024	Identification of priorities for 2020 – 2021 (focus on policy and legislative advocacy, durable solutions for at-risk populations, and continue process of accession to the 1961 Convention).
2019 - 2020	Advocacy meetings with Congress and participation in Congressional hearings	Meeting with different Committees and legislators. Led to the approval of the Foundling Bill (which recognizes the presumed Philippine citizenship of foundlings pursuant to the Supreme Court decision) at the Lower House. Endorsed the proposed draft Comprehensive Refugees and Stateless Persons Protection and Facilitated Administrative Naturalization Bills.
2019	Presentation of UNHCR of the Secretary General's Guidance Note on the United Nations and Statelessness to the Philippines' UN Country Team (UNCT) and the issue of statelessness in Sabah	Initiated discussions with the UNCT to pursue statelessness-related initiatives through a collaborative approach among UN agencies, which led to positive response from the different agencies to support UNHCR. UNHCR developed general and contextualized key messages for UN agencies (WHO, ILO, UN Women, UNICEF, UNDP, UNFPA) depending on their mandates. Following the initial discussion on the Guidance Note, UNHCR and IOM presented and discussed the issue of statelessness in Sabah to the UNCT (children of Filipino descent in migratory settings, particularly in Sabah are one of the Philippines' identified populations at risk of statelessness).
2019 – 2020	Profiling of Sama Bajaus in Bongao, Tawi-Tawi	Identified the demographic composition of Sama Bajau in the selected area, examined their current situation, and determined the extent of vulnerability brought about by their status as a population at risk of statelessness. Serves as baseline statistical information for stakeholders.
2019	Bureau of Immigration Training	Capacitated 40 Bureau of Immigration officers on practical information on asylum procedures and refugee protection principles and policies as well as statelessness concepts. Led to identification of measures to enhance protocols in managing asylum cases held at the Warden Facility.

Date	Significant Event	Why is this event significant
2020	Submission of the DOJ's Certificate of Concurrence to accede to the 1961 Convention to the DFA	Completes the first step towards the accession process. DFA is currently reviewing the Certificate of Concurrence and preparing the necessary documentation which will be transmitted to the President for ratification and eventually, to the Senate for concurrence.
2020	Surge Capacity Project on Statelessness	Enabled the recruitment of an external consultant to support statelessness activities in the Philippines. Development of the desk review report and policy briefs on identified legislative priorities to support the Philippine Government in improving qualitative and quantitative data and pursuing policy and legislative advocacy.
2020	COVID-19	COVID-19 pandemic causes delays to activities of UNHCR and partners on statelessness.
2020	Virtual Webinar to Philippines Congress on Statelessness	Webinar to increase awareness on Statelessness issues. Although not as well attended as other webinars as it coincided with budget deliberations for 2021. Endorsed the proposed draft comprehensive refugees and stateless persons protection and IDP bills. Led to the development of a strategies to pursue statelessness-related bills.
2020	Virtual Learning Session on Importance of Documents to PIDs and Registered Indonesian Nationals (RINs)	2-pronged activity (with the Indonesian Liaison Officers, community-based teachers, youth and women leaders and elders in Balut, Sarangani, General Santos City, Glan, Davao, and other RINs studying in Indonesia). Raised awareness of PIDs and RINs on the importance of their documents along with their rights and obligations under relevant laws and policies. Identify protection issues faced by PIDs and RINs.
2020	Continuation of the Sama Bajau Birth Registration	Ongoing. Provides durable solutions for Sama Bajaus (led by the Zamboanga City Civil Registrar's Office or the CCRO). UNHCR and UNICEF is supporting the CCRO to register 200 Sama Bajaus by the end of 2020. This target has been reduced due to the pandemic.
2020	Creation of the CSO Network on Statelessness	Creates a civil society-led network to support the Government in the implementation of the NAP. Agreed upon areas of collaboration include advocacies on policy and legislative measures and birth registration, focusing on the populations at risk on statelessness.
2020	Pilot Implementation of the RA 11055 (Philippine Identification System Act)	Ongoing. Will cover areas where PoC (refugees, stateless persons, and populations at risk of statelessness) are situated in. Participation in the registration accords them with a valid proof of identity to simplify public and private transactions (i.e., opening a bank account).
2020	Memorandum of Understanding between the Human Rights Commission of Malaysia, the National Commission on Human Rights of Indonesia, and the Commission on Human Rights of the Philippines on Statelessness Issues in Sabah.	Address the issue of statelessness in Sabah from a human rights perspective through a collaborative approach with relevant stakeholders (Governments and civil society organizations) Areas of work: 1. Information sharing 2. Joint research on statelessness issues in Sabah 3. Initiate dialogues with stakeholders and raise statelessness issues to respective governments <i>In effect until 2021.</i>
2020	Issuance of the Department of Interior and Local Government Memorandum Circular No. 2020-153.	Institutionalizes the ad-hoc assistance being extended by local governments to refugees, asylum seekers, and stateless persons recognized by the Department of Justice – Refugees and Stateless Persons Protection Unit. This is in line with the Philippines' obligations to extend fair and equal access to assistance, protection, and durable solutions at all times, especially in the midst of the public emergencies.

Date	Significant Event	Why is this event significant
2020	Issuance of the Department of Labor and Employment (DOLE) Department Order (DO) 218-20.	The Bayanihan to Recover as One Act (or the Bayanihan 2) outlines the programs and measures to address the impacts of the pandemic. In line with this, this policy was issued to guide the implementation of the COVID-19 Adjustment Measures Program (CAMP), a safety net that provides one-time financial support to affected workers in the formal sector due to the pandemic. Persons of concern (refugees, returnees, stateless persons, internally displaced persons, and asylum seekers) are included as beneficiaries to the CAMP.
2020	Issuance of the Department of Labor and Employment (DOLE) - Department of Tourism (DOT) Joint Memorandum Circular (JMC) 2020-001.	Persons of concern (refugees, returnees, stateless persons, internally displaced persons, and asylum seekers) are beneficiaries of financial assistance under the JMC to help mitigate the impact of the pandemic on displaced workers in the tourism sector.
2020	Inclusion of refugees, asylum seekers, stateless persons and at-risk populations, and IDPs in the Socioeconomic Peacebuilding Framework (SEPF) of the UN.	Provides a country-level framework for coordination between UN entities in dealing with statelessness issues. The SEPF is aligned with the Government's priorities under the Philippine Development Plan 2017-2022.

Annex 4.6. Tajikistan Case Study Summary

1. Introduction

1.1. Overall project introduction

1. This country case summary is produced as part of an evaluation commissioned by the UNHCR Evaluation Service to generate evidence and insights regarding UNHCR's work to support States to end statelessness. It is intended to serve learning and accountability purposes and help UNHCR strengthen its efforts at global, regional and country levels to resolve existing situations of statelessness, prevent new cases from emerging and better identify and protect stateless persons.

1.1. Country case introduction

2. This case study is based on information collected in the global survey and focused case study work between October and December 2020 using key informant interviews, document review and an online critical moments reflection workshop with the UNHCR Tajikistan Country Office to review activities, achievements and key influencing factors in relation to its work on statelessness. The purpose of the case study is to provide country level inputs and insights on the subject matter of the evaluation.
3. Nine stakeholders consulted in the process were UNHCR Country Office and relevant Multi-Country Office staff, implementing partners, and representatives from other UN agencies operating in the country, including UNFPA, UNDP and UNICEF.
4. When reading this case study, its content should be considered in light of the following characteristics: (i) remote data collection due to COVID-19 restrictions; (ii) an inability to speak with government representatives due to government protocols.

2. Context

6. Documents from 2018 indicate an estimated number of more than 100,000 stateless persons or persons with undetermined nationality in the Central Asia region.³⁸ However, more recent studies within Tajikistan alone suggest that this figure severely underestimates the true scope of the issue and the full extent of statelessness in Tajikistan is unknown. The vast majority of stateless persons are citizens of the former USSR who either have no identity documentation or who hold expired Soviet passports. Stateless persons also include nationals of Uzbekistan who reside in Tajikistan with expired visa / residence registration and/or expired or lost passport and those whose nationality (and passports) were withdrawn by the Uzbekistan Embassy after they failed to register their presence in Tajikistan with the Embassy. This includes persons who married a Tajik national and failed to regularize their status in Tajikistan. Children of both groups are also considered stateless.
7. UNHCR plays a strong leadership role on the issue of statelessness in the country. It works primarily with the Government and implementing partners, as well as with the larger UN community as part of the UN Sustainable Development Cooperative Framework (UNSDCF). Since the launch of the Campaign, UNHCR has worked in close partnership with UNFPA on the utilization of the census to support identification of stateless cases (UNFPA has the mandate for the census), UNICEF on support to implementing partners in providing counselling, assistance and solutions to stateless people and children at risk of statelessness, and with OHCHR, UNDP, and UNICEF on 'prevention' work associated with influencing key ministries to legislative reform or create new legislation to address or eliminate statelessness.

³⁸ UNHCR, 'Briefing Note on Statelessness in Tajikistan', 2018.

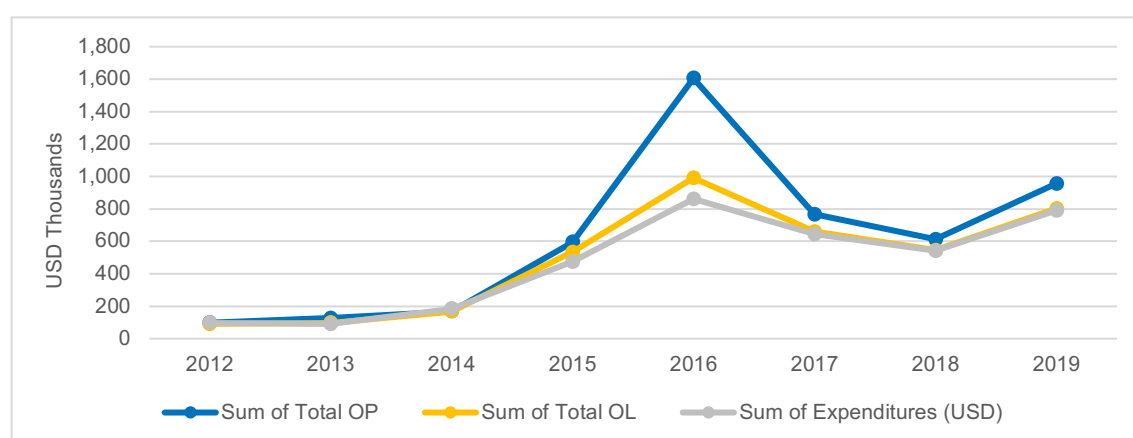
8. The main drivers of statelessness in Tajikistan include the inability or failure of Soviet citizens to acquire Tajik nationality after the dissolution of the Soviet Union; the revocation of Uzbek nationality among people who migrated to Tajikistan decades ago; a lack of awareness of birth registration requirements; and financial and practical challenges relating to accessing documentation.
9. The Government is aware and active on statelessness as an issue. It is welcoming and supportive of UNHCR's work on statelessness and that of the wider UN coalition (e.g., UNICEF, UNDP, etc.). It participated in national consultations in 2016 and 2019, and two regional conference on the right to legal identity and prevention of childhood statelessness in 2018 and 2019, agreeing to actions developed during the consultations and taking these forward into the following pledges during the HLS:
 - To consider the issue of legalization of persons illegally residing on the territory of the Republic of Tajikistan (Amnesty Law)
 - To complete the Civil Registration System reform in the country, securing safeguards for universal child birth registration regardless of the legal status and possession of identity documents by parents.
 - To consider the issue of ratification of 1954 and 1961 Conventions.
 - To explore the scale of statelessness through identification of persons at risk of statelessness, stateless persons and persons with undetermined nationality within the National Census of the Population and the Housing Stock planned for 2020.³⁹

3. Key UNHCR initiatives to address statelessness

10.1. Budgeting and expenditure

11. Pillar 2 budget and expenditure for statelessness work in Tajikistan has fluctuated between 2012 and 2019 (see Figure 1). After a peak in 2016 in the OP budget and the OL budget, funding decreased until 2018 before increasing again in 2019. An increase in funding seems to have coincided with activities relating to the launch of the Global Action Plan to End Statelessness. Levels of expenditure were closely matched to the OL budget across the whole time period, with the largest gap occurring in 2016 (87% of OL budget spent). In 2019, the Pillar 2 OL budget in Tajikistan represented 46% of the total country office OL budgets.

Figure 1: Total OP budget, total OL budget and statelessness expenditure between 2012 - 2019



³⁹ Results of High-Level Segment on Statelessness, available at : <https://www.unhcr.org/ibelong/results-of-the-high-level-segment-on-statelessness/>

11.1. Main activities

12. The UNHCR Tajikistan Country Operation works primarily on the issue of statelessness and following the adoption of the Amnesty Law in late 2019, covered the total of 30 districts and cities in Sughd and Khatlon provinces as well as in Districts of Republican Subordination.
13. UNHCR has focused on the following main activities in relation to statelessness:
14. **Promotion and exchange of good practices:** conducted across the Central Asian region and with implementing partners (implementing partners also exchange best practices between themselves).
15. **Advocacy:** Felt to be the most significant activity, particularly relating to the Amnesty Law. Advocacy is primarily diplomatic and involves direct engagement with the government, e.g., 'national consultations' and other events / activities. It is not done through public engagement or public pressure campaigns.
16. **Provision of technical support and capacity building for the Government:** Felt to be supplemental and supportive to advocacy activities. Technical support was principally provided to the Passport Registration Service, Civil Registration offices, khukumats (city or district state administrations) and jamoats (the smallest form of administrative division in Tajikistan). The aim of the support was to strengthen their capacity to process applications for documentation.
17. **Information provision to Persons of concern (PoC):** Includes large scale, public-facing awareness raising campaigns, for example through radio and television. Also includes implementing partners reaching out to more remote communities.
18. **Identification and profiling:** Identification work has included mapping studies and research conducted since 2014. These studies have given a better sense of the location and demographics of stateless populations but are not country wide. Registration and documentation provision have been undertaken for many PoC who have been identified. Mapping studies have led to greater visibility of the issue among key government actors.
19. **Case assistance for confirmation or acquisition of nationality:** UNHCR supports PoC directly in Tajikistan by collecting necessary documents and accompanying them to court. Additionally, counselling services are provided. At the moment counselling primarily targets 'simple' cases, supported by the implementing partners, who are able to reach rural areas.

19.1. Relevance of initiatives

20. Overall, UNHCR's work on statelessness in Tajikistan can be characterized as both relevant and appropriate. UNHCR has advocated successfully with the Government to bring about important legislative changes, particularly through its efforts to raise awareness on the issue of statelessness through mapping studies. UNHCR has also worked effectively to sensitize local populations through public awareness campaigns and communications through local partners.
21. The limited funding and staffing shortages in the Country Operation have impacted the scope of UNHCR's work in Tajikistan, particularly in terms of allocating funding to vulnerable populations to support them with accessing registration and documentation, but it has not impacted the relevance and appropriateness of activities.

4. Key achievements

22. The key in-country achievements on ending statelessness are summarized below.
23. **Identification of statelessness as an issue in Tajikistan:** In 2014, the Government of Tajikistan and UNHCR launched a national pilot project to better understand the extent of statelessness in Tajikistan. Between late 2014 and the end of 2019, 46,191 persons

under UNHCR's statelessness mandate were registered in three target regions. This profiling work revealed that low levels of awareness were still prevalent in the country and that many people lacked information about procedures to apply for documentation or birth certificates for their children⁴⁰, as well as financial means to cover administrative fees related to the issuance of documentation.

24. **Development of government awareness and political will to address statelessness:** The pilot project to identify and register stateless cases marked the first-time statelessness was brought to the Government's attention as a significant issue. In response to this effort and consequent visibility of stateless persons, the Government together with UNHCR developed an operational work plan to address the issue of statelessness.
25. **Resolution of identified cases (in the pilot project):** Out of the 46,191 identified stateless persons between 2014 and 2019, 40,305 had their case successfully resolved through confirmation of nationality.
26. **Legislative reforms and new laws to address statelessness:** After UNHCR's sustained advocacy, a new Constitutional Law on Nationality was adopted on 8 August 2015. The new Law includes significant changes to the existing legislation. For example, several provisions were introduced to prevent statelessness at birth. Additionally, after five years of concerted effort by UNHCR and a coalition of statelessness actors led by UNHCR, the Government passed the Amnesty Law in 2019. Finally, in collaboration with UNDP and UNICEF, UNHCR supported the government in addressing a range of issues with civil and birth registration through a process of civil registration reform (2019).
27. **Inclusion of question on statelessness in 2020 census:** In collaboration with UNFPA and UNHCR, the Government agreed to include a question about statelessness in the 2020 census. This builds on the success of the earlier pilot program that identified the extent of statelessness in targeted districts. It is expected that the census will greatly speed up the process of estimating the number of stateless people in Tajikistan (vs. continuing the approach of grassroots surveys on a district-by-district basis) and help UNHCR, UNICEF, and the Government in reaching those cases with targeted support.

5. Observations, gaps and emerging issues

30. This section describes the main observations on relevance and appropriateness of UNHCR's country level work in support of ending statelessness. This is followed by a brief description of the gaps identified by the evaluation team.

30.1. Observations

31. **Observation 1 – There are opportunities to scale up UN collaboration to leverage influence.** External UN stakeholders suggested that there could be greater collaboration between UN agencies to leverage the relationships that each agency has with the Government: "We can leverage our different relationships with key Ministries to help each other. Maximum impact is achieved through collaboration."
32. **Observation 2 – Lack of adequate financial resources to work on complex and simple cases.** Due to limited funding, the Country Operation has made the decision to prioritize complex cases around obtaining documentation and scale back on the number of simple cases they address for the duration of the Amnesty Law.
33. **Observation 3 – Limitations imposed by conditions under COVID-19.** COVID-19 has limited the amount of in-person advocacy that UNHCR have been able to conduct and has slowed work on individual casework. Implementing partners have found this particularly concerning since there is a limited timeframe in which they can register people under the Amnesty Law. Implementing partners did highlight how UNHCR had supported them to overcome some of the challenges relating to COVID-19: "UNHCR supported us from the beginning of the pandemic. They considered our health a priority and we

⁴⁰ UNHCR, 'Briefing Note on Statelessness in Tajikistan', 2018.

appreciate that. They supported us with the necessary materials and items to keep our spaces clean and safe, and provided transportation.”

33.1. Gaps, challenges, and emerging issues

34. **Gap 1 – UNHCR’s limited financial support to the cost of registration/ documentation.** While a small amount of funds is available to assist the most vulnerable individuals (identified together with UNICEF according to agreed criteria) in paying the fees associated with documentation, the amount of funds is not sufficient to address barriers presented by costs associated with registration / nationalization. While the Government of Tajikistan has brought in changes to reduce these costs, including an elimination of fees for birth registration up to three months after the birth of the child, the reforms do not fully account for the limited financial resources of the general population and of stateless persons in particular. Currently, UNHCR does not have sufficient resources in place to support PoC who may have to pay fines for registration after this initial time period.
35. **Gap 2 – Staffing shortage in the UNHCR office.** It is perceived across the team that the country office is under-resourced / under-staffed to accomplish all the goals marked for the 2024 deadline. This is especially true in regard to advocacy / Public Information expertise, but also in terms of dedicated statelessness staff. As a result, the office is doing less than they would like given the opportunities for success simply because there are not enough people.
36. **Gap 3 – Tracking success under the Amnesty Law.** The Country Operation struggles to track success on their statelessness work because staff are unable to see which persons of concern have been granted citizenship under the Amnesty Law (as a result of the Government of Tajikistan’s administrative processes, due to which only PRS holds the data). UNHCR are only able to track citizenship confirmation for simple cases that are completed by the Ministry of Interior at district level.
37. **Gap 4 – Gaps in legislation.** There is still a need to proceed with legislative changes, specifically in the Law on Civil Registration, which still does not contemplate safeguards for universal birth registration. Currently, newborns whose parents are lacking documents or legal status remain unregistered with no birth certificates issued.

Table 1 – Critical Moments Timeline, Tajikistan, 1991-2020

Date	Significant Event	Why is this event significant
1991 - 1992	Tajikistan declares independence from the USSR in 1991 and falls into a civil war in 1992	When the Soviet Union dissolved in 1991, many European countries in the former Soviet bloc gave people living in the newly formed countries the opportunity to register for the citizenship of the new country. People that did not register in that time have found themselves stateless, or at risk of statelessness. Many people have passed down this status to their children.
1990s-2000s	No activity	There was little action taken on the issue of statelessness during this time and little recognition of statelessness as an issue until the launch of the IBelong Campaign in 2014.
2008	Code on Administrative Violations	The code “allows administrative expulsion of stateless persons on the grounds of ensuring public order and national security, protection of healthcare and morals of population, protection of rights and lawful interests of the nationals of Tajikistan and other persons” (Tajikistan COP, 2015).
2009	National Plan of Action on Statelessness presented by Tajikistan government	A National Plan of Action on Statelessness focusing on identification, prevention and reduction of statelessness was presented by the Government of Tajikistan at a UNHCR-OSCE organized regional conference in Ashgabat, Turkmenistan.
2010	Inter-ministerial Working Group on amending the Law on Citizenship formed	The group aimed to bring Tajikistan's Law on Citizenship in line with international standards and gave UNHCR the opportunity to provide comments on the draft report in 2011.
2010	Census conducted	First collaboration between UNHCR and UNFPA on use of the national census to collect relevant data to UNHCR's mandate.
2014	Launch of the IBelong Campaign	The launch of the IBelong Campaign triggered a discussion about statelessness in the region.
2014	Launch of statelessness mapping exercises and gap analysis in Tajikistan	The MCO in Almaty sent a consultant to Tajikistan to map out drivers of statelessness and define its terms (e.g., who is stateless/why; how to approach statelessness; define target groups and appropriate activities, etc.).
2014	Statelessness Officer position created in the MCO	The creation of the Statelessness Officer position in the MCO lead to greater attention being given to the issue in the country operation. More resources were allocated to statelessness activities in 2014/5 as the issue became more visible.
2014	Seeds for Solution Funding	The Country Operation was provided with \$57,500 in 2014 to launch statelessness pilot projects (with the aims of developing law and policy; identifying stateless populations; increasing levels of documentation among populations at risk of statelessness; and advocacy focused on accession to statelessness conventions). \$420,000 was provided in 2015.
2014	Statelessness pilot projects launch	UNHCR launched pilot projects in three regions that identified and registered people at risk of statelessness.
2014	Creation of inter-ministerial working group on statelessness	Inter-ministerial group includes Ministry of the Interior, Ministry of Justice, State Security office and some other ministries. The group worked on the new constitutional law on nationality.
2015	Provision of legal support to PoC through partners begins	As part of the statelessness pilot projects launched in 2014, UNHCR beings to provide direct legal assistance to identified cases / POC through three local implementing partners. Over 30,000 cases of statelessness are registered for assistance.
2015	Constitutional Law on Nationality	The new Law introduced provisions to prevent statelessness at birth, for example by providing citizenship to children born outside of Tajikistan to Tajik nationals with permanent residence abroad; and granting citizenship to children who are rendered statelessness for a period of three months after birth. The Law removed the provision that deprived Tajik citizens of their nationality if they resided abroad for five years without registering with Tajik consular authorities abroad.

Date	Significant Event	Why is this event significant
2015 - 2016	Staffing Review Mission	Lead to a shifting around of staff responsibilities and redistribution of work. Protection staff are left 'wearing many hats' and holding multiple portfolios. This makes it difficult to give statelessness the full attention that it needs.
2016	Support to Civil Registration System Reform project started	Project established by UNDP to reform the civil registry system and ensure its effective functioning nationwide.
2016	Establishment of Central Asian Network on Statelessness	Network of organizations established to share best practices and provide a unified voice/approach for advocacy campaigns in Central Asia. Participates in the HLS and submitted pledges.
2016	Establishment of a new government in Uzbekistan	The new Government in Uzbekistan became more open to activities around reducing statelessness, which proved to be an influencing factor in Tajikistan's efforts.
2016 (ongoing)	Regional Conferences	UNHCR used the momentum of increased cooperation between Central Asian countries to launch annual regional high-level conferences. Topics for the conferences have included accession to treaties and the prevention of childhood statelessness. There is ministerial-level participation and UNHCR have used the opportunity to enable countries to share best practices.
2017	Launch of Financial Assistance Scheme	UNHCR launched the programme to assist the most vulnerable persons to cover administrative costs and fees for birth registration or nationality confirmation procedures.
2017	National Consultation on Birth Registration	The goal was to identify legal and procedural gaps in national legislation which may prevent parents from registering their children.
2018	Conclusion of statelessness pilot projects, request to Government of Tajikistan for project expansion	Within the project period (Nov 2014 – Jun 2018), over 30,000 stateless persons were identified and registered as cases in three regions (Shahrtuz/Oubodiyon, Istarayshan/Shahristan/Ghonchi, and Tursunzoda/Shahrinay/ Gissar districts). During the project period, UNHCR provided technical support to local authorities in pilot areas and provided expertise for legislative initiatives (including Constitutional Law on Nationality and Amnesty Law). Direct legal assistance (and a small part of administrative cost coverage) to PoC was provided, with over 23,500 cases of the 30,000+ identified having their nationalities confirmed / cases resolved.
2018	Law on the Legal Status of Foreign Citizens and Stateless Persons is passed	This law was passed to guarantee stateless people the same rights and freedoms as foreign citizens.
2018	Regional Conference on the Right to Legal Identity and Prevention of Statelessness	Held in June 2018 in Almaty. UNHCR developed its Action Plan to advocate with the Government of Tajikistan to take measures to address statelessness by 2024. The Outcome Document was shared with the Government through a 'tripartite UNHCR, UNICEF, and UNDP letter'. Agreement made in the Action Plan and the Outcome Document to hold National Consultations jointly with UNICEF in preparation for the HLS.
2019	Prioritization of statelessness in MCO budget	"Until 2019, statelessness reduction and prevention came third in the list of priorities for the MCO (after two of the other pillars). From 2019-2021, statelessness is the number one priority."

Date	Significant Event	Why is this event significant
2019	National consultation on prevention and reduction of statelessness	UNHCR presented a gap analysis to the Government and shared best practices with other countries, along with recommendations. This event was organized in preparation to the HLS and was an important platform for advocating and agreeing with the Government on potential pledges / areas of commitment to take forward into the HLS. Agreed areas of commitment and potential pledges for the HLS include: the acceleration of the Amnesty Law, utilization of the 2020 National Census to identify and register stateless persons, incorporation of safeguards for universal birth registration into the Civil Registration Law, and accession to the Conventions.
2019	Inclusion of statelessness question into the plans for the 2020 census	UNHCR and UNFPA collaborate on the inclusion of a statelessness question into the 2020 National Census with agreement from the Government. UNHCR provides technical training to census workers on how to apply this question, as well as support to the Government (hardware + training).
2019	Amendment to Tajikistan's Civil Registration Law	Tajikistan amended their Civil Registration Law to provide free birth registration for children. UNHCR was not involved in drafting the amendment to the law but provided recommendations to enable the registration of children in cases where parents do not have documentation. These recommendations were not included in the amendments.
2019	2 nd Regional Conference on the Right to Legal Identity and Prevention of Statelessness	The 2nd Regional conference on the right to legal identity and prevention of statelessness – “Leaving no one behind at birth” held in Nur-Sultan in September 2019 provided a good opportunity for government ministries to meet, learn from best practices in the region and decide on a common goal. The head of Tajik delegation upon return wrote a report which was shared with the Executive Apparatus of the President and other relevant ministries. UNHCR's advocacy along with this report finally resulted in concrete actions at the High Level Segment in 2019 in which the government made four pledges.
2019	Amnesty Law	The Amnesty Law was signed and put into effect. Country activities begin to prioritize complex cases to be addressed by the Amnesty Law in the window of opportunity that they have (law expires in 2022).
2020	Planned program expansion in response to the Amnesty Law	UNHCR submits a request to the Government of Tajikistan to expand access of UNHCR / UNHCR NGO partners to new provinces in an effort to support implementation of the Amnesty Law (e.g., via identification and legal aid, awareness raising and information campaigns about the Law, and in provision of trainings to local authorities).
2020	Census conducted including statelessness question	Census completed in October 2020, results and preliminary analysis expected in 2021.

Annex 5 – Assessment of Evidence per Key Finding

Key

	Sufficient evidence was acquired to propose the finding with a high level of certainty
	Sufficient evidence was acquired to propose the finding, but evidence limitations allowed for only a medium level of certainty
	Insufficient evidence was acquired to propose the finding

Table of Findings

Finding Statement	Evaluation Sources
Finding 1: UNHCR has made substantial investments in its work on statelessness, with a high rate of expenditure against approved budgets. However, the ambitious goals of the campaign have not been met with a significant increase in Pillar 2 budgets and the overall share of UNHCR's budget devoted to Pillar 2 has decreased considerably since 2012 due to increased expenditures on refugee assistance. Budget allocation decisions have deprioritized some regions and objectives linked to GAP actions more than others, including work on civil registration and civil status documentation, individual documentation, and identification of statelessness cases.	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal at all levels) Analysis of financial reporting Evidence could have been strengthened if it were possible to isolate budget lines linked to statelessness that fall under different pillars and if regional and multi-country office budgets and expenditures were disaggregated in the system
Finding 2: UNHCR has not adequately invested in recruiting and building up a cadre of personnel, particularly national staff to work on statelessness at the operational level. There are relatively few dedicated statelessness staff and the recent closure of the global protection surge capacity roster creates additional gaps.	<ul style="list-style-type: none"> Global survey of UNHCR staff Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies
Finding 3: UNHCR has substantially elevated the importance of preventing and resolving statelessness, created guiding frameworks and platforms to address many of its causes, and directly prevented and resolved cases of statelessness – globally, in most regions, and in many countries.	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators
Finding 4: UNHCR has directly and indirectly improved the lives of many stateless, formerly stateless, and people at risk of statelessness by giving voice to their rights and working to ensure obstacles to their recognition as equal members of society are addressed.	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Evidence could have been strengthened if the perspectives of stateless populations could have been directly collected (see Annex 3)

Finding Statement	Evaluation Sources
<p>Finding 5: The Global Action Plan to End Statelessness is widely viewed as a useful framework to guide States, UNHCR and other partners. However, the ambitions of the campaign and targets set within the GAP have proven to be highly aspirational and are unlikely to be achieved by 2024.</p>	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators Analysis of financial reporting
<p>Finding 6: UNHCR's results-based management system suggests achievements being in the unacceptable range in relation to global standards for all but one of the key statelessness indicators in its Results Framework. However, due to awkward performance assessment criteria, target setting, and incomplete reporting the system has not meaningfully supported assessment of the results of its statelessness work.</p>	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators Evidence would be strengthened if data quality issues in the RBM system were addressed and if Focus better allowed activities on statelessness to be tracked in other pillars, or where stateless persons have been tagged under other PPGs
<p>Finding 7: Most UNHCR-led statelessness initiatives have been highly relevant and appropriate, taking into account key drivers of statelessness and contextual factors.</p>	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators Analysis of financial reporting
<p>Finding 8: There are good examples of activities at national level that have contributed to positive results in terms of reducing statelessness and the risk of statelessness. UNHCR has placed more emphasis on activities that address the legal and administrative causes of statelessness, and less on political, social, economic, and cultural drivers. While this matches its institutional capabilities, statelessness will not be eliminated without attention to these other fundamental underlying causes. Public advocacy also emerged as a gap, particularly at a global level.</p>	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal at country and regional levels) Critical moments reflection workshops for country case studies Analysis of results indicators Analysis of financial reporting
<p>Finding 9: Political will, awareness of statelessness, and strong partnerships across government, civil society and other organizations are the most important influencing factors that can enable or hinder government progress against statelessness. These factors can be influenced by the availability of data on stateless populations, social and cultural beliefs and attitudes, government capacities, crises and key events, and diplomatic efforts of other states - both positively and negatively.</p>	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators

Finding Statement	Evaluation Sources
<p>Finding 10: The lack of reliable data on stateless populations remains a critical hindering factor to preventing and resolving statelessness. Many UNHCR operations have invested in statelessness mapping studies to fill gaps in official data sources. Augmenting official data collection can support building awareness and understanding of statelessness have value, but can be an expensive short-term solution for a systemic problem. While slower, UNHCR's work to develop better standards for statelessness data gathering and statistical methods for estimating stateless populations offer greater potential for sustainable solutions to data gaps.</p>	<ul style="list-style-type: none"> ▪ Document review ▪ Global survey of UNHCR staff ▪ Stakeholder interviews (internal at all levels) ▪ Critical moments reflection workshops for country case studies ▪ Analysis of results indicators
<p>Finding 11: UNHCR has established a wide range of partnerships at various levels, which have been critical to the progress achieved, but overarching coalition building and UN system-wide cooperation have not been fully maximized.</p>	<ul style="list-style-type: none"> ▪ Document review ▪ Stakeholder interviews (internal and external at all levels) ▪ Critical moments reflection workshops for country case studies
<p>Finding 12: Experience has shown that external factors, such as political change, trends related to nationalism and xenophobia, and crises can divert attention from statelessness efforts and reverse positive changes in policy and practice. Combined with internal factors, such as single-year funding and staff turnover, they threaten the durability of solutions to statelessness. Ending statelessness is a long-term endeavor and progress is often slow, even in conducive operating contexts. The introduction of multi-year planning and budgeting, based on context analysis, provides opportunities to better address contextual and influence factors and threats to sustainability.</p>	<ul style="list-style-type: none"> ▪ Document review ▪ Global survey of UNHCR staff ▪ Stakeholder interviews (internal and external at all levels) ▪ Critical moments reflection workshops for country case studies ▪ Analysis of results indicators ▪ Analysis of financial reporting
<p>Finding 13: Aspects of UNHCR's institutional culture including the perceived primacy of the refugee mandate, concerns about jeopardizing access and relationships in politically sensitive situations, and a short-term emergency mindset have negatively affected UNHCR's ability to meet the campaign's objectives for ending statelessness in some contexts where statelessness is a severe problem.</p>	<ul style="list-style-type: none"> ▪ Document review ▪ Global survey of UNHCR staff ▪ Stakeholder interviews (internal at all levels) ▪ Critical moments reflection workshops for country case studies

Finding Statement	Evaluation Sources
<p>Finding 14: Between 2001 and 2014 UNHCR made significant strides towards institutionalizing and mainstreaming its statelessness mandate. Since the launch of the campaign, statelessness tools and resources to support planning have continued to increase and improve, but overall resourcing has faced more competition with other internal priorities in the face of massive increases in forced displacement around the world and COVID-19 pandemic.</p>	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies
<p>Finding 15: A lack of staff knowledge and skills hinder UNHCR's ability to effectively prevent and end statelessness. Training resources are out of date and inadequately target staff in different functions and at different levels.</p>	<ul style="list-style-type: none"> Global survey of UNHCR staff Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies
<p>Finding 16: Sharing of best practices, innovations and lessons learned is one of the main ways that UNHCR staff and partners learn about effective ways of advancing the statelessness agenda. However, knowledge management related to statelessness is not systemized or prioritized within the organization.</p>	<ul style="list-style-type: none"> Global survey of UNHCR staff Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies
<p>Finding 17: Leadership attention and support, and allocation of financial resources for statelessness have been inconsistent over time and in different locations, and there is a gap in management roles related to coordination and integration of efforts across different divisions and functions. Country Representatives play the most critical roles of all, as the face of UNHCR with national governments and the most influential decision-makers regarding whether an operation will prioritize statelessness work.</p>	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal and external at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators Analysis of financial reporting
<p>Finding 18: Strategically directed seed funding, such as from the Seeds for Solutions initiative, can have a positive effect on scaling up UNHCR's work on statelessness in operations. Efforts to guide operations towards addressing GAP actions relevant in their country through the GSIP are commendable but have not always translated into inclusion of statelessness activities in operations' plans and budgets.</p>	<ul style="list-style-type: none"> Document review Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies Analysis of results indicators Analysis of financial reporting
<p>Finding 19: UNHCR resource mobilization efforts have not substantially increased the availability of funding for statelessness. Earmarked contributions for Pillar 2 were limited and a singular appeal for the #IBelong Campaign was unsuccessful, leaving statelessness funding dependent on management to allocate flexible resources.</p>	<ul style="list-style-type: none"> Document review Global survey of UNHCR staff Stakeholder interviews (internal at all levels) Critical moments reflection workshops for country case studies Analysis of financial reporting

	Finding Statement	Evaluation Sources
	<p>Finding 20: Ongoing changes in UNHCR’s structure, planning and budgeting systems present both opportunities and challenges for the organization’s work on statelessness.</p>	<ul style="list-style-type: none"> ▪ Document review ▪ Stakeholder interviews (internal at all levels) ▪ Analysis of results indicators ▪ Analysis of financial reporting ▪ Evidence will become clearer as results of decentralization and MYMP processes emerge and plans for the new Results Framework become further solidified

Annex 6 – Key Informants and Stakeholders Consulted

Pronoun	Name, First	Name, Last	Organization	Title
UNHCR Headquarters				
Ms.	Carol	Batchelor	UNHCR	Special Advisor to the Assistant High Commissioner for Protection
Mr.	Fernando	Bissacot	UNHCR	Statelessness Section, Associate Legal Officer
Mr.	Matthew	Brook	UNHCR	Deputy Director, Head of Service, Division of Strategic Planning and Results
Ms.	Kelly	Clements	UNHCR	Deputy High Commissioner
Ms.	Anna	De La Varga Fito	UNHCR	Statelessness Section, Legal Officer
Mr.	Adrian	Edwards	UNHCR	Deputy Director, Head of Global Communications Service, Division of External Relations
Ms.	Leigh	Foster	UNHCR	Chief of Section (Events, Campaigns, Goodwill Ambassadors), Division of External Relations
Ms.	Pauline	Fresnau	UNHCR	Head of the Quality Assurance and Systems Coordination Unit, Implementation Management and Assurance Service, DSPR.
Ms.	Christine	Fu	UNHCR	Evaluation Manager, Evaluation Service
Ms.	Radha	Govil	UNHCR	Senior Statelessness Officer
Mr.	Arman	Harutyunyan	UNHCR	Head of Transformation and Change Service
Ms.	Dominique	Hyde	UNHCR	Director, Division of External Relations
Ms.	Melanie	Khanna	UNHCR	Chief of Statelessness Section
Mr.	Philippe	Leclerc	UNHCR	Country Representative in Turkey (Former Head of Global Statelessness Unit)
Ms.	Betsy	Lippman	UNHCR	Senior Partnerships Officer, DRS-Executive Office
Mr.	Raouf	Mazou	UNHCR	Assistant High Commissioner for Operations
Ms.	Aurora	Mendoza-Goudstikker	UNHCR	Deputy Director, Program Budget Service, Division of Strategic Planning and Results
Mr.	Kyaw	Myo	UNHCR	Senior Business Analyst for Income Management and Funding Analysis, Donor Relations
Ms.	Grainne	Ohara	UNHCR	Director, Division of International Protection

Pronoun	Name, First	Name, Last	Organization	Title
Ms.	Marcella	Rouweler	UNHCR	Statelessness Section, Protection Officer
Ms.	Aina Helen	Saetre	UNHCR	Statistics Project Coordinator
Mr.	Amit	Sen	UNHCR	Senior Interagency Coordinator (PSEA and SH)
Mr.	Sebastian	Steinmuller	UNHCR	Statistics & Data Analysis Officer
Ms.	Gita	Swamy Meier-Ewert	UNHCR	Senior RBM and Monitoring Officer, Division of Strategic Planning and Results (DSPR)
Ms.	Shahrzad	Tadjbakhsh	UNHCR	Deputy Director, Division of International Protection
Ms.	Gillian	Triggs	UNHCR	Assistant High Commissioner for Protection
Ms.	Rosie	Vanek	UNHCR	Senior External Relations Officer
Non-Case Study Regional Bureaus				
Mr.	Herve	Kuate	UNHCR	Senior Statelessness Officer, Regional Bureau for West & Central Africa
Ms.	Lynette	Lagat	UNHCR	Protection Associate, Eastern & Horn of Africa Bureau
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Mr.	Matthias	Reuss	UNHCR	Senior Statelessness Officer, Asia Pacific Bureau
Ms.	Benedicte	Voos	UNHCR	Senior Regional Statelessness Officer, Eastern & Horn of Africa Bureau
Americas Case Study				
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Ms.	Maria	Bances del Rey	UNHCR	Senior Protection Coordinator
Ms.	Susan	Bird	UNHCR	Senior Evaluation Officer
Ms.	Pilar	Gonzalez Rams	UNHCR	Senior Protection Officer
Mr.	Roberto	Mignone	UNHCR	Senior Programme Coordinator
Mr.	Juan Ignacio	Mondelli	UNHCR	Senior Regional Protection Officer
Ms.	Ana Paola	Murillo	UNHCR	Statelessness Officer
Mr.	William	Spindler	UNHCR	Senior External Engagement Coordinator
Mr.	Juan Pablo	Terminiello	UNHCR	Senior Legal Officer
Mr.	Frederick	Wilkinson	UNHCR	Senior Operations Officer
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Pronoun	Name, First	Name, Last	Organization	Title
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Ms.	Adrianna	Buchelli	UNHCR	Associate Protection Officer (Colombia CO)
Ms.	Eugenia	Contarini	UNHCR	Protection Officer (Argentina CO)
Ms.	Rana	Ksaifi	UNHCR	Senior Protection Officer (Washington MCO - covering the Bahamas)
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Mr.	Nicolas	Brass	UNHCR	Lead for External Engagements
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Ms.	Anne-Marie	Deutschlander	UNHCR	Principal Situation Coordinator
Ms.	Anne-Kirsten	Garbe	UNHCR	Senior Program Coordinator
Ms.	Lena	Haap	UNHCR	Statelessness Officer, Regional Bureau for Europe
Ms.	Sophie	Hofbauer	UNHCR	Senior Liaison Associate (Vienna Liaison Office)
Ms.	Angela	Li Rosa	UNHCR	Deputy Regional Director
Ms.	Natalia	Prokopchuk	UNHCR	Senior Communications Officer
Ms.	Jeanette	Zuefle	UNHCR	Head of Protection Service
Albania Country Office				
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Ms.	Ermonela	Felaj	Parliamentarian Committee on National Security	Chairwoman
Ms.	Kristina	Folkelius	UNHCR	Protection Officer
Mr.	David	Gvineria	UNICEF	Child Protection Specialist
Mr.	Adriatik	Hasantari	Roma Active Albania	Director
Mr.	Artur	Martu	UNHCR	Senior Protection Officer
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Ms.	Ana Lara	Albin	CEAR	Lawyer
Ms.	Marta	Garcia	UNHCR	Protection Officer

Pronoun	Name, First	Name, Last	Organization	Title
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Ms.	Maria	Mar del Lopez Alvarez	Ministry of Justice	General Director of Nationality
Ms.	Elena	Munoz	CEAR	Lawyer
Mr.	Francisco	Ortiz	UNHCR	RSD Associate
Ms.	Aleksandra	Semeriak	Obra Social Santa Luisa de Marillac - Hijas de la Caridad	Refugee Reception Program Coordinator
Ukraine Country Office				
Ms.	Aksana	Filipishina	Ombudsperson Office	Representative of the Ombudsman for the Rights of the Child and Family
Ms.	Sofia	Kordonets	R2P	Project Manager
Mr.	Dmytro	Pletchko	UNHCR	Associate Legal Officer
Mr.	Oleksandr	Snitko	10th April	Project Manager
Europe Regional External Contacts				
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Mr.	Philippe	Krantz	European Committee on Legal Co-operation Secretariat, Council of Europe	Legal Officer
Ms.	Nina	Murray	European Network on Statelessness	Head of Policy and Research
Mr.	Chris	Nash	European Network on Statelessness	Director
Mr.	Magnus	Ovilius	European Commission	Head of Sector for the European Commission's Home Affairs EU Agencies and Networks Coordination
Ms.	Senada	Sali	European Roma Right Centre	Legal Manager
MENA Case Study				
UNHCR MENA Regional Bureau				
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Ms.	Annalaura	Sacco	UNHCR	Senior Protection Officer
UNHCR Country Office Staff				
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Mr.	Samer	Haddadin	UNHCR	Head of Liaison Office (Kuwait CO)
Mr.	Lawand	Talal Abdulrahman	UNHCR	Assistant Protection Officer (Iraq CO)
Mr.	Ahmed	Tetta	UNHCR	Assistant Protection Officer (Mauritania CO)

Pronoun	Name, First	Name, Last	Organization	Title
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Dr.	Ghanem	Al-Najjar	Kuwait University	Professor of Political Science
Ms.	Lubna	Al-Waeli	Legal Clinic Network	Senior Technical Advisor
Dr.	Hajar	El-Moukhi	Al-Zohr University	Researcher and Professor
Dr.	Mohammed	Kadhim Abbas	Member of Iraqi Political Sciences Association	Professor of International and Strategic Studies
Mr.	Rami	Quwader	Arab Renaissance for Democracy and Development	Lawyer & Legal Consultant
Ms.	Samira	Trad	Ruwad Frontiers	Director
Levant Regional Engagement Group				
Mr.	Saleh	Al-Kilani	Ministry of Interior, Jordan	Coordinator of Refugee Affairs
Ms.	Maryse	El Amm	Ministry of Justice, Lebanon	Judge and Adviser to Personal Status Dept., MOIM.
Ms.	Rania	Khalife	Ministry of Interior and Municipalities (MOIM), Lebanon	Head of Foreigners Department, Personal Status Department
North Africa Regional Engagement Group				
Ms.	Fatima	Berqani	Ministry of Justice, Morocco	Head of the Nationality Unit
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Cote d'Ivoire Case Study				
UNHCR Cote d'Ivoire Country Office				
Mr.	Evarice	Delagoule	UNHCR	Assistant Protection Officer
Mr.	Konan Francis	Djaha	UNHCR	Assistant Protection Officer
Ms.	Angèle	Djohossou	UNHCR	Country Representative
Ms.	Layse	Farias	UNHCR	Former Associate Protection Officer (now in Iraq CO)
Mr.	Guy-Rufin	Guernas	UNHCR	Head of Sub Office, Guiglo
Mr.	Daouda	Guirou	UNHCR	Associate Communications Officer
Ms.	Faouzia	Haidara	UNHCR	External Relations and Reporting Assistant
Mr.	Yannick Georges	Mbengue	UNHCR	Former Interim Senior Protection Officer in Cote d'Ivoire Country Office (now in Niger CO)

Pronoun	Name, First	Name, Last	Organization	Title
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Mr.	Dongo	Amon	Coalition of Ivorian Civil Society Against Statelessness and Ivorian Human Rights Movement (Coalition of NGOs)	General Coordinator
Ms.	Sara	Araba Ahlijah	Radio Gagnoa	Director of Programming and Communication (formerly stateless)
Mr.	Frederic	Bouikalo	Network of Media Professionals for the Fight Against Statelessness (REPMA)	President
Ms.	Doriane	Deza	National Institute of Statistics	Head of the CAPRA Project (Statelessness Mapping Project)
Mr.	Paul	Koreki	Ministry of Justice and Human Rights	Magistrate, Technical Advisor to the Minister of Justice
Mr.	Paterne	Mambo	Université Houghouet Boigny d'Abidjan	Professor of Law
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Dr.	Constant	N'Da	UNFPA	Population and Development Specialist /SWEDD project Focal Point
Mr.	Armel	Obrou	Ministry of Foreign Affairs/ Department of Aid and Assistance for Refugees and Stateless Populations	Assistant Director of Protection
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Ms.	Monique	Saraka	Association des Femmes Juristes de Côte d'Ivoire	General Secretary/Coordinator of 'Right to Nationality for All' Project
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Pronoun	Name, First	Name, Last	Organization	Title
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External Contacts				
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Ms.	Laura	Goodwin	Namati	Program Director, Citizenship
Mr.	Kevin	Kaguthi	UNICEF	Child Protection Officer
Mr.	Bare	Kerow	Haki na Sheria	Human Rights Activist
Mr.	Phelix	Lore	Haki Centre	Executive Director
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Mr.	Brian	Barbour	UNHCR	Researcher under the Surge Capacity Project on Statelessness
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Annex 8 – Explanation of RBM and Financial Data Sets

Financial Data

Dataset: Pillar 2 data

- Used to generate macro analysis of UNHCR OP and OL budgets and expenditures at global, regional and sub-regional level.
- Data was downloaded from Focus and included only Pillar 2 data.
- The original dataset was cleaned so that it could be used for pivot table analysis. Originally, we added budget lines from outside of Pillar 2 that included stateless PPGs, but later removed these because they made up .03% of expenditure and did not contain AOL/OP budget information.

Dataset: Consolidated data 2012-2019

- Used to generate detailed analysis of budgets and expenditures by objective, output, goal, rights group, and budget categories.
- Consolidates data that UNHCR provided in the evaluation library, extracted originally from Focus, and organized in separate files by year. Filtered based on the PPG containing the word 'stateless'.
- We initially added in other budget records from Focus that were reported under a pillar 2 situation code but with PPGs that do not contain stateless populations, but later removed these as they represented less than .03% of expenditures and did not contain data for all variables needed for the analysis.
- The 2015 dataset in the evaluation library included records for work with IDPs from Sudan with situation code 4900, which was removed. No other anomalies were found in any of the other years.
- All financial data relies on MSRP not the "Budget in Focus" which we understand can reflect original, not final, budgets.

RBM Data

Dataset: Indicators 7

- This dataset was filtered for the indicators outlined in the UNHCR operational guidance for statelessness.
- For any indicators that did not make explicit reference to a statelessness issue in their title, non-stateless PPGs were removed.

Dataset: Indicators 8

- This dataset was filtered for PPGs that contained the word statelessness, then we added rows from Indicators 7 that were relevant to the indicators that we identified but did not include the word stateless in the PPG (e.g. Individuals without citizenship in Myanmar).

Annex 9 – Expenditures - Top 20 Objectives and Outputs 2012-2019

Table 1 – Pillar 2 expenditures for objectives **linked** to GAP actions and corresponding outputs 2012-2019 (USD)

Budget total rank and GAP actions	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
Objectives linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 1 GAP: 3, 4	Law and policy developed or strengthened	Advocacy conducted	28,275,340	56,545,553
		Capacity development supported	17,952,609	
		Assessment and analysis undertaken	5,256,095	
		UNHCR commentary on legal acts and drafts provided	4,254,437	
		Involvement of key stakeholders promoted	426,507	
		Positions or interventions in judicial, quasi-judicial and administrative appeal proceedings provided	193,374	
		Positions or interventions in judicial and quasi-judicial proceedings provided	165,743	
		UNSPECIFIED OUTPUT - Law and Policy	21,449	
Rank: 2 GAP: 1, 6	Greater reduction of statelessness is achieved	Individual assistance for acquisition or confirmation of nationality provided	22,273,488	44,840,920
		Capacity development supported	9,550,710	
		Information provided to persons of concern	8,111,776	
		Facilitated naturalization procedures promoted	2,605,613	
		Strategy developed and implemented	2,039,958	
		Support to citizenship campaigns provided	224,216	
		UNSPECIFIED OUTPUT - Reduction of Statelessness	35,157	
Rank: 4 GAP: 10	Identification of statelessness improved	Identification exercise conducted or supported	11,044,275	22,802,331
		Assessment and analysis undertaken	7,657,324	
		Assessment and analysis undertaken	7,657,324	
		National processes to identify stateless populations supported	2,026,314	
		Population census supported	280,549	
		UNSPECIFIED OUTPUT - Identification Statelessness	74,765	
Rank: 5 GAP: 2, 7	Civil registration and civil status documentation strengthened	Birth registration and certificates provided	8,311,151	17,482,248
		Issuance of civil status documentation by national institutions supported	4,682,964	
		Capacity development supported	2,867,825	
		Advocacy conducted	1,614,678	
		UNSPECIFIED OUTPUT - Civil Reg. & Civil Status Doc	5,631	

Budget total rank and GAP actions	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
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Objectives linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 6 GAP: 9	International and regional instruments acceded to, ratified or strengthened	Advocacy conducted	10,031,475	13,793,742
		Capacity development supported	3,141,105	
		Assessment and analysis undertaken	282,306	
		Involvement of key stakeholders promoted	241,179	
		UNSPECIFIED OUTPUT - Intl. & Regional Instruments	97,676	
Rank: 7 GAP: 8	Access to legal assistance and legal remedies improved	Legal assistance provided	9,310,563	13,532,119
		Capacity development supported	2,026,163	
		Legal services and clinics established or provided	1,373,673	
		Access of individual persons of concern to human rights mechanisms enabled	339,758	
		Advocacy conducted	248,478	
		Assessment and analysis undertaken	158,561	
		Positions or interventions in judicial, quasi-judicial and administrative appeal proceedings provided	59,972	
		Access of persons of concern to non-judicial mechanisms supported	14,949	
Rank: 8 GAP: 2, 7, 8	Level of individual documentation increased	Issuance of ID and travel documents to persons of concern supported	7,676,833	10,278,078
		Govt. mechanism to establish identity & nationality established or improved	1,128,195	
		Advocacy conducted	657,801	
		Capacity development supported	583,983	
		Agreement with government on provision and recognition of indiv documentation concluded	212,033	
		UNSPECIFIED OUTPUT - Individual Documentation	19,234	
Rank: 10 GAP: 4	Administrative institutions and practice developed or strengthened	Capacity development supported	2,935,277	6,431,396
		Advocacy conducted	2,388,493	
		Assessment and analysis undertaken	822,696	
		Involvement of key stakeholders promoted	167,290	
		Positions or interventions in judicial and quasi-judicial proceedings provided	109,622	
		UNSPECIFIED OUTPUT - Admin. Insts. & Practice	8,018	

Budget total rank and GAP actions	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
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Objectives linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 11	Public attitude towards persons of concern improved	Advocacy conducted	4,158,940	5,937,732
GAP: All		Media and public opinion monitored and analyzed	904,290	
		Capacity development supported	469,161	
		Relations with local and international media established and sustained	405,340	
Rank: 15	Access to and quality of status determination procedures improved	Capacity development supported	2,077,622	5,222,325
GAP: All		Advocacy conducted	1,120,019	
		Assessment and analysis undertaken	710,492	
		Analysis of substantive decisions undertaken	509,316	
		Government or UNHCR status determination procedure implemented	392,467	
		Information provided to persons of concern	227,161	
		Positions or interventions in judicial and quasi-judicial proceedings provided	108,280	
		Positions or interventions in judicial, quasi-judicial and administrative appeal proceedings provided	49,512	
		UNHCR supervision of government status determination procedures facilitated	27,457	

Table 2 – Pillar 2 expenditures for objectives **not** linked to GAP actions and corresponding outputs 2012-2019 (USD)

Budget total rank	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
Objectives not linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 3	Operations management, coordination and support strengthened and optimized	General project management services provided	15,026,973	23,093,042
		Monitoring conducted	2,762,682	
		Financial control assured	1,333,759	
		Assets provided	1,219,472	
		Audits completed	1,037,135	
		Coordination support provided	793,607	
		Targeted training provided	513,089	
		Evaluations conducted	107,213	
		Surveys conducted	106,537	
		Support to outposted Headquarters functions provided	79,623	
		UNSPECIFIED OUTPUT - Operations Management	75,836	
		Plans completed	19,770	
		Partner office/ housing construction provided	17,346	
Rank: 9	Logistics and supply optimized to serve operational needs	Maintenance of vehicle fleet in adequate condition	4,446,455	7,875,647
		Warehousing provided, repaired and maintained	1,549,889	
		Transport system established	605,144	
		Timely procurement of supplies	356,414	
		Local and international procurement undertaken	331,762	
		Transport/ delivery completed	299,516	
		UNSPECIFIED OUTPUT - Supply Chain/ Logistics	129,408	
		Purchasing and timely procurement of supplies	74,543	
		Timely Delivery	48,849	
		Distribution of goods provided	33,667	
Rank: 14	Population has sufficient basic and domestic items	Core relief items provided	4,441,801	6,039,837
		Individual/ family support provided	1,148,636	
		Cash grants or vouchers (multi-purpose) provided	286,378	
		Sanitary materials provided	163,022	

Budget total rank	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
Objectives not linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 13	Community mobilization strengthened and expanded	Community self-management supported	2,787,492	5,458,840
		Community leadership and decision-making supported	951,437	
		Participatory assessment conducted	457,330	
		Participatory monitoring and evaluation conducted	428,452	
		Capacity development supported	362,870	
		Participatory Approach implemented	196,851	
		Opportunities for community self-management supported	140,786	
		Community awareness and sensitization campaigns implemented	125,824	
		Opportunities to strengthen family and community support systems supported	7,799	
Rank: 16	Peaceful co-existence with local communities	Peaceful coexistence projects implemented	4,598,377	4,839,002
		Community sensitization campaign implemented	166,012	
		Community peace education projects implemented	74,613	
Rank: 17	Coordination and partnerships strengthened	Partnerships effectively established and managed	1,532,699	4,594,681
		Capacity development supported	1,137,046	
		Participation in existing coordination mechanisms	473,697	
		Co-ordination mechanisms established	357,929	
		Joint assessment, planning, and evaluation exercises held	343,139	
		Partnerships established with development actors at national and regional levels	331,591	
		Collection, collation and dissemination of information by partners harmonized	126,104	
		Involvement in UN CCA/ UNDAF and national development strategies actively maintained	93,746	
		Partnerships on migration issues established with national and regional actors	85,982	
		UNHCR engaged in and committed to the effectiveness of the UN Country Team for effective protection	65,342	
		Links between humanitarian and UNCT development actors established within UNDAF	38,819	
Rank: 12	Shelter and infrastructure established, improved and maintained	Joint positions on issues agreed	8,590	4,231,291
		Emergency shelter provided	2,911,117	
		Sectoral cash grants or vouchers provided	421,747	
		General site operations constructed and sustained	399,973	
		Long-term/ permanent shelter provided and sustained	390,610	
		Transitional shelter provided	107,845	

Budget total rank	Objective	Outputs	Total Expenditures by Output 2012-2019 (USD)	Total Expenditures by Objective (USD) 2012-2019
Objectives not linked to GAP actions with associated outputs and expenditures 2012-2019				
Rank: 19	Services for persons with specific needs strengthened	Support to persons of concern with specific needs provided	1,975,529	3,214,344
		Sectoral cash grants or vouchers provided	580,877	
		Specific services for minorities or indigenous groups provided	410,318	
		Psychosocial services provided	206,741	
		Assessment and analysis undertaken	40,879	
Rank: 18	Protection advice and support strengthened	Protection advice, coordination and support provided	2,372,436	3,140,738
		Regional approaches developed	422,278	
		Support for identification of stateless persons and related statistical reporting provided	198,465	
		Strategic support and guidance provided to the achievement of durable solutions	139,541	
		Protection capacity building initiatives supported	8,017	
Rank: 20	Population has optimal access to education	Early childhood education provided or supported	589,549	2,663,897
		Measures to improve education quality and learning achievement implemented	402,053	
		Measures to improve primary education quality and learning achievement implemented	390,106	
		Measures to promote girls' education promoted	200,259	
		Measures to increase enrolment rate implemented	189,852	
		Vocational training provided	176,865	
		Adult education provided	173,881	
		Access to tertiary education provided or supported	122,830	
		Lifelong learning opportunities provided or supported	88,020	
		Education monitoring system established	87,807	
		Primary education provided or supported	75,509	
		Secondary education provided or supported	63,298	
		Life skills and reproductive health and HIV prevention education provided	40,073	
		Community involvement promoted	29,987	
		Advocacy conducted	16,904	
		Educational facilities constructed	16,904	

Annex 10 – GAP Details and Assessment of Progress

GAP Action	Baseline	Milestones / targets		Achievements	Assessment of progress
		By 2017	By 2020	By 2020	
Action 1: Resolve existing major situations of statelessness.	There are 20 major reported non-refugee statelessness situations.	Law, policy and administrative reforms are in place to grant or confirm nationality of non-refugee stateless persons in 10 of the major non-refugee statelessness situations.	Law, policy and administrative reforms in place to grant or confirm nationality of non-refugee stateless persons in an additional 5 of the major non-refugee statelessness situations (15 situations in total since 2014).	Kyrgyzstan has become the first country to resolve all known cases of statelessness on its territory. Partial achievements in: Côte d'Ivoire, Iraq, Kenya, Malaysia, the Russian Federation, Thailand, Turkmenistan, Vietnam.	Underachieving significantly on both 2017 and 2020 milestones (10% achievement of 2017 milestone)
Action 2: Ensure that no child is born stateless.	At least 29% of all States have no provision in their nationality laws to grant nationality to children of unknown origin found in their territory (foundlings). At least 37% of all States have inadequate provisions in their nationality laws.	The percentage of States with no provision in their nationality laws to grant nationality to children of unknown origin found in their territory (foundling) is reduced to 22%. The percentage of States with inadequate provisions is reduced to 28%.	The percentage of States with no provision in their nationality laws to grant nationality to children of unknown origin found in their territory (foundling) is reduced to 13%. The percentage of States with inadequate provisions is reduced to 17%.	No States have included a provision in nationality law to grant nationality to children of unknown origin found in their territory (foundlings).	Unclear how to measure since baselines and targets are in % but 2020 achievements are in integers.
	At least 29% of all States have no provision in their nationality laws to grant nationality to stateless children born in their territory. At least 28% of all States have inadequate provisions in their nationality laws.	The percentage of States with no provision in their nationality laws to grant nationality to stateless children born in their territory is reduced to 22%. The percentage of States with inadequate provisions is reduced to 22%.	The percentage of States with no provision in their nationality laws to grant nationality to stateless children born in their territory is reduced to 13%. The percentage of States with inadequate provisions is reduced to 13%.	7 States have included provisions in their nationality law to grant nationality to children born in their territory who would otherwise be stateless (Armenia, Cuba, Estonia, Iceland, Latvia, Luxembourg, Tajikistan (see footnote)).	Unclear how to measure since baselines and targets are in % but 2020 achievements are in integers.
	At least 3% of all States have no safeguards in their nationality laws to grant nationality to children born to nationals abroad and who are unable to acquire another nationality. At least 44% of all States have inadequate safeguards in their nationality laws.	The percentage of States with no safeguard in their nationality laws to grant nationality to children born to nationals abroad and who are unable to acquire another nationality is reduced to 2%. The percentage of States with inadequate safeguards is reduced to 33%.	The percentage of States with no safeguard in their nationality laws to grant nationality to children born to nationals abroad and who are unable to acquire another nationality is reduced to 1%. The percentage of States with inadequate safeguards is reduced to 20%.	2 States have included provisions in their nationality law to grant nationality to children born to nationals abroad who would otherwise be stateless (Cuba, Paraguay).	Unclear how to measure since baselines and targets are in % but 2020 achievements are in integers.
Action 3: Remove gender discrimination from nationality laws.	27 States have nationality laws which do not allow women to confer nationality to their children on an equal basis as men.	10 States introduce reforms to their nationality laws to allow women to confer their nationality to their children on an equal basis as men.	An additional 10 States (20 in total since 2014) introduce reforms to their nationality laws to allow women to confer nationality to their children on an equal basis as men.	2 States have reformed their nationality laws allowing women to confer nationality to their children on an equal basis with men. 2 States have withdrawn reservations to CEDAW Art. 9(2) (Democratic People's Republic of Korea, Iraq).	Underachieving significantly on both 2017 and 2020 milestones (20% achievement of 2017 milestone for reformation of laws to pass on nationality to children).
	More than 60 States have nationality laws which do not allow women and men to acquire, change or retain their nationality on an equal basis.	20 States introduce reforms to their nationality laws to allow women to acquire, change and retain their nationality on an equal basis as men.	An additional 20 States (40 in total since 2014) introduce reforms to their nationality laws to allow women to acquire, change and retain their nationality on an equal basis as men.	1 State has introduced reforms to their nationality laws to grant women and men an equal ability to confer nationality on spouses (Lesotho). 1 State has withdrawn reservations to CEDAW Art. 9(1).	Underachieving significantly on both 2017 and 2020 milestones (5% achievement of reformation of nationality laws to confer nationality to spouse)

⁴¹ Although Tajikistan included provisions to grant nationality to children born in their territory by foreign nationals or one parent foreign and other stateless or unknown, who are unable to transmit their nationality, the children of undocumented persons, including persons of undetermined nationality, are not registered at birth and are not issued birth certificates, many of whom in the end have no access to legal identity and nationality.

GAP Action	Baseline	Milestones / targets		Achievements	Assessment of progress
		By 2017	By 2020	By 2020	
Action 4: Prevent denial, loss or deprivation of nationality on discriminatory grounds.	At least 20 States have nationality laws which permit denial, loss or deprivation of nationality on discriminatory grounds	At least 4 States reform their nationality laws to remove provisions which permit denial, loss or deprivation of nationality on discriminatory grounds.	At least an additional 8 States (12 in total since 2014) reform their nationality laws to remove provisions which permit denial, loss or deprivation of nationality on discriminatory grounds.	No States have reformed their nationality laws to remove provisions which permit denial, loss or deprivation of nationality on discriminatory grounds.	No progress on baseline for this GAP action
Action 5: Prevent statelessness in cases of State succession.	(It is not possible to provide a Starting Point for this Action as it relates to events which have not occurred and which are difficult to predict.)	None	None	Not tracked	Progress is not being tracked for this Action
Action 6: Grant protection status to stateless migrants and facilitate their naturalization.	At least 10 States have statelessness determination mechanisms which lead to a legal status that permits residence and guarantees the enjoyment of basic human rights and facilitated naturalization.	20 additional States (30 in total since 2014) establish determination procedures which lead to a legal status that permits residence and guarantees the enjoyment of basic human rights, and facilitate naturalization for stateless migrants.	An additional 20 States (50 in total since 2014) establish determination procedures which lead to a legal status that permits residence and guarantees the enjoyment of basic human rights, and facilitate naturalization for stateless migrants.	11 States have established statelessness determination procedures . 2 States have improved their statelessness determination procedure . 9 States have introduced procedures for facilitated naturalization for stateless migrants.	Partial achievement of 2017 milestone (45% introduced procedures for naturalization; 55% established SDPs)
Action 7: Ensure birth registration for the prevention of statelessness.	(It is not possible to provide a Starting Point for this Action. According to figures from 2010 reported by UNICEF, 230 million children under the age remained unregistered. There is no available data on how many of these children were left stateless as a result.)	None	None	Not tracked	Progress is not being tracked for this Action - however, it is tracked as an indicator in the RBM system so there would be a potential way to track it
Action 8: Issue nationality documentation to those with entitlement to it.	At least 20% of States have populations which are entitled to nationality under law but cannot acquire documentary proof of nationality	The percentage of States with populations that are entitled to nationality under law but cannot acquire documentary proof of nationality is reduced to 15%.	The percentage of States with populations that are entitled to nationality under law but cannot acquire documentary proof of nationality is reduced to 10%.	1 State has issued nationality documentation to all those with entitlement to it (Kyrgyzstan). Partial achievements in 11 States	Unclear how to measure since baselines and targets are in % but 2020 achievements are in integers.

GAP Action	Baseline	Milestones / targets		Achievements	Assessment of progress
		By 2017	By 2020	By 2020	
Action 9: Accede to the UN Statelessness Conventions.	83 States are party to the 1954 Convention.	100 States are party to the 1954 Convention.	120 States are party to the 1954 Convention.	13 States have acceded to the 1954 Convention since the campaign launch for a total of 96 States.	Underachieving on both 2017 and 2020 milestones (80% of 202 target achieved for 1954 Convention)
	61 States are party to the 1961 Convention.	82 States are party to the 1961 Convention	103 States are party to the 1961 Convention.	21 States have acceded to the 1961 Convention since the campaign launch for a total of 76 States.	Underachieving on both 2017 and 2020 milestones (74% of 2020 target achieved for 1961 Convention)
Action 10: Improve quantitative and qualitative data on stateless populations.	Quantitative population data on stateless populations is publicly available for 75 States.	Quantitative data on stateless populations is available for 100 States.	Quantitative data on stateless populations is available for 120 States.	Quantitative population data on stateless populations is publicly available for 3 more States.	Underachieving significantly on both 2017 and 2020 milestones for number of States where quantitative data is available (12% achievement of 2017 target).
	Qualitative analysis on stateless populations is publicly available for at least 45 States.	Qualitative analysis on stateless populations is available for at least 70 States.	Qualitative analysis on stateless populations is available for at least 100 States.	Qualitative studies on stateless populations have been conducted for 25 States.	2017 target for qualitative data has been achieved.

Key:

	No progress against 2017 or 2020 targets/milestones		Partial or underachievement of 2017 or 2020 targets/milestones		Full achievement of 2017 or 2020 targets/milestones
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Annex 11 – Global partnerships

Organization	Description of collaboration
UN and other international organizations	
International Development Law Organization (IDLO)	2018 MoU on rule of law and access to justice initiatives concerning refugees, internally displaced persons, stateless people and other populations of concern – including identifying priority countries for joint action to address statelessness.
International Law Commission (ILC)	UNHCR offered comments to this body of experts on the draft articles on expulsion of aliens by the International Law Commission at its sixty-fourth session (A/CN.4/L.797).
Inter-Parliamentary Union (IPU)	UNHCR and the IPU jointly published a Handbook on Nationality and Statelessness in 2005, and subsequently updated it in 2014. In 2018 they published an additional resource on Good Practices in Nationality Laws for the Prevention and Reduction of Statelessness, building on the results of a 2015 conference co-hosted by UNHCR, IPU and the Parliament of South Africa which brought together representatives from the parliaments of 39 countries to discuss ensuring everyone's right to a nationality.
Office of the High Commissioner for Human Rights (OHCHR)	Collaboration to raise awareness of stateless issues and address them through various instruments including the Human Rights Council, Committee on the Elimination of Discrimination Against Women, Special Rapporteur on Minority Issues, and Universal Periodic Review.
United Nations Development Programme (UNDP)	Cooperation related to UN Legal Identity Experts Group, on issues related to civil registration, and secondment of staff between agencies.
United Nations Population Fund (UNFPA)	Co-lead data sub-group of IAWG on Statelessness.
United Nations Children's Fund (UNICEF)	Global MoU 2017-2024 for collaboration in relation to the Coalition on Every Child's Right to a Nationality, joint strategies in 20 countries.
UN Women	Collaboration on problem of gender discrimination, including in the context of meetings of the Commission on the Status of Women and through the Global Campaign on Equal Nationality Rights and letter campaign with 25 countries that still have gender discrimination in nationality laws.
World Bank	2018 MoU to establish Joint Data Center on Forced Displacement, including potential collaboration on improvement of statelessness statistics and country-specific research.
INGOs, networks and academia	
European Network on Statelessness (ENS)	Collaboration at the formative stages of the campaign and through specific partnership agreements. UNHCR has provided some funding support for capacity building, awareness-raising, litigation, advocacy and research.
GCR Academic Network	The network aims to facilitate research, training, scholarship opportunities and other initiatives which result in specific deliverables in support of the Global Compact on Refugees, including on statelessness.
Global Campaign for Equal Nationality Rights	UNHCR is a founding Steering Committee Member. Collaboration on thematic advocacy and research.
International Institute for International Humanitarian Law	Joint development and offering of course on statelessness beginning in 2017, with financial support from both partners.
Institute on Statelessness and Inclusion (ISI)	Partnership agreement to support participation of selected UNHCR staff and partners in ISI's Statelessness Summer Courses starting in 2016.

Organization	Description of collaboration
Minority Rights Group International	Partnership agreement and UNHCR financial support to improve awareness of and decision making on statelessness by making publicly available information on stateless minorities, including on the causes and consequences of statelessness among such groups.
Norwegian Refugee Council (NRC)	Global MoU from 2010 includes collaboration to address situations of statelessness.
Open Society Foundation	Cooperation to develop international legal standards, strategic litigation, research on stateless populations, and on training courses.
Peter McMullin Centre on Statelessness, Melbourne University Law School	Study commissioned by UNHCR, the International Organization for Migration, and the International Bank for Reconstruction and Development on obstacles to citizenship and legal documentation faced by nomadic peoples.
Tilburg University	UNHCR financial support for research, awareness raising, and training of UNHCR staff and partners.
World Council of Churches	In 2017 jointly convened the first interfaith symposium on statelessness in Rome, bringing together five different faith traditions to explore the role that religious communities can and might play in helping to eliminate statelessness and mitigate its effects.

Annex 12 – Country Typologies Matrix

Political / Legal Environment	Most enabling	High political support and good governance but deeply rooted societal issues present strong challenges.	Good political support and governance with positively shifting societal attitudes and community support.	Most conducive enabling environment - strong political support, governance, societal empathy, and public support for equity and empowerment.
		Partner with international and civil society actors to conduct public awareness and advocacy campaigns, provide government technical support and funding. Inform PoC of rights and engage in solution development. Closely monitor local implementation and adherence to laws and procedures. Management and staff profiles reflect public advocacy skills.	Work with partners and PoC on targeted public advocacy efforts. Support government plans and inter-ministerial coordination through technical assistance and funding. Strengthen partnerships with international and civil society actors and develop prioritized initiatives to demonstrate benefits of progress. Develop joint social cohesion projects and public awareness campaigns with the government. Promote government achievements.	Focus on providing technical advice and examples of good practice, coordinating partners, and brokering access to financial resources. Celebrate successes and link key government actors to peers in other countries to share their experiences. Monitor potential new causes of statelessness, progress against plans, and opportunities to improve. Staff profiles reflect advisory capacities.
		Mixed political and ministry support and obstacles and strong objections from sectors of society.	Moderate political support with opportunities to grow, improving public support.	Some political support with outlying obstructors, good public support for human rights and equity.
	Moderately enabling	Identify political and government champions and expand policy advocacy with strong engagement of Representative and interventions by HCR leadership. Design and promote incremental technical improvements in laws and administrative systems. Develop basic public awareness initiatives. Build CSO capacity and multi-stakeholder networks. Staff profiles reflect policy advocacy skills.	Develop broad coalition of partners to support government and advocacy. Work to expand political understanding and support, including focus on parliamentarians. Provide targeted technical support where progress is feasible. Engage Friends of Campaign, regional leaders and UNCT leadership in diplomatic advocacy. Work to integrate statelessness resolution in national development plans and UNSDCF. Organize peer exchanges with other countries. Implement public awareness campaigns with prominent national figures and community social cohesion projects.	Engage POC, public, CSOs, and other UN/IO partners in broad policy advocacy campaign to overcome remaining obstacles. Deepen relationships with supportive ministries and officials and support development of inter-ministerial coordination mechanisms. Provide financial and technical support to government. Initiate joint-programmes with partners and government to develop legal solutions, expand identification and registration, and other case management support.
		Very poor enabling environment - strong political objections, weak governance, and fundamental obstacles from attitudes and beliefs.	Little to no political and ministry support, limited but improving public support and engagement.	Poor political support and many competing priorities but growing public will to extend rights.
	Least enabling	Focus on direct case management support, protection monitoring, advocacy to protect PoC rights, and development of data and information on scope and consequences of problem and benefits of solutions. Look for entry points, develop government relationships, and identify potential coalition partners. Staff profiles reflect networking and relationship building skills.	Focus on developing CSO capacity, assertive protection monitoring, case management support, advocating for PoC rights. Develop data and identification initiatives. Support research studies on statelessness. Develop long-term plans with UN/IO partners to change government attitudes. Engage supportive sectors of public and UN/IO partners in discreet policy advocacy efforts. Support CSOs to develop social cohesion initiatives.	Maintain strong case management support, and protection monitoring with engagement of communities. Consider strategic litigation opportunities. Develop coalition of community leaders, public and CSOs to advocate with government for greater support and action. Support CSO capacity building and networking within region. Management and staff profiles include strong partnership and policy advocacy skills.
		Least enabling	Moderately enabling	Most enabling
Socio-cultural Norms and Environment				

Annex 13 – Ongoing institutional reforms

1. Since 2017, UNHCR has instituted a series of institutional reforms⁴² aimed at better delivering its mandate through reorganization and better positioning. The decision was a result of a ‘rapid organizational assessment’ conducted at the beginning of 2017. In 2018, the High Commissioner announced the decision to decentralize the institution, including moving the regional bureaux to the field. These changes, as affirmed in the GCR, were to reflect a ‘rapidly evolving international context to respond to large movements of refugees and the need for a more comprehensive, predictable and equitable international response to the refugee crisis’. In the same way, with the understanding that forced displacement is linked to development challenges, new approaches that go beyond traditional humanitarian interventions were being sought to address challenges of forced displacement. This reflected the inclusion of refugees, Internally Displaced Persons (IDPs), and by inference stateless persons, in the 2030 Agenda for Sustainable Development and the commitment to ‘leave no one behind’.⁴³
2. The decentralization / regionalization reform in UNHCR is intended “to improve the speed and responsiveness of service delivery by shifting personnel and decision-making authorities closer to the field and beneficiaries, to allow for a faster and more effective response... allowing for greater collaboration with host countries and development actors, promoting national ownership”.⁴⁴ It has led to changes in the organizational structure, encouraged development of regional strategies and initiatives, and devolution of responsibilities and authorities, with new regional bureau office structures introduced in January 2019. Due to COVID-19 related restrictions, the full staffing and redeployment of UNHCR’s workforce at the regional level has been slowed and many regional bureau staff have been working from their home locations (sometimes not within the actual region) since around March 2020. Decentralization ultimately aims to further reallocate resources and authorities more to the operations level. Ongoing discussions reported by key informants suggest that following the initial reallocation of resources from headquarters to regional bureau, there is a further likely shift of resources from regional bureau to country operations.
3. UNHCR does not present its work within a Strategic Plan in the same way as some other UN organizations.⁴⁵ Its planning is country-oriented, with each UNHCR Country Office (CO) required to draw up an annual Operations Plan (OP) organized around protecting and responding to the needs of different population groups. The budgets of country-level OPs are also structured by population group, with stateless persons appearing under Pillar 2: the global stateless programme.⁴⁶ Regional Bureaux (RB) play a strong role in vetting and approving country OPs and a global review process ensures that country operations align with UNHCR’s Global Strategic Priorities and the High Commissioner’s Strategic Directions. Regional Bureaux also play a critical role in allocating budget envelopes to the operations they oversee. The combined priorities and budgets of field operations, global programmes and headquarter-level activities are presented in UNHCR’s biennial Global Appeal, the current version of which covers the period 2020-2021.⁴⁷ Programmes and budgets are regularly reviewed and adjusted to take into account available resources. In budgetary terms, Pillar 2 (statelessness) accounted for just under one percent of UNHCR’s total budget and expenditure between 2014 and 2019.

⁴² The document is an extract of the Executive Committee of the High Commissioner’s Programme, EC/70/SC/CRP.22. Standing Committee 27th meeting, 30 August 2019. <https://www.unhcr.org/5d81f9620.pdf>

⁴³ Ibid. Page 3.

⁴⁴ UNHCR, “Approach Paper: Evaluating Outcomes of UNHCR’s Decentralization”, May 2020.

⁴⁵ See: [http://www.mopanonline.org/assessments/unhcr2017-18/UNHCR%20Brief%20\[web-1\].pdf](http://www.mopanonline.org/assessments/unhcr2017-18/UNHCR%20Brief%20[web-1].pdf) The 2017/2018 MOPAN assessment of UNHCR found that the organization’s strategic structure is unclear and lacks clear links to intended results.

⁴⁶ The programme budget is presented under four Pillars, each representing different population groups: Pillar 1 - the Global refugee programme; Pillar 2 - the Global stateless programme; Pillar 3 - Global reintegration projects; and Pillar 4 - Global IDP projects.

⁴⁷ UNHCR (2019) UNHCR Global Appeal 2020-2021.

4. New planning and budgeting systems and processes are currently being rolled out, aligned to a revised corporate results framework. Over the next few years country operations are expected to integrate broader contextual analysis into their planning and shift to multi-year planning and budgeting. This is intended to better align UNHCR plans with overall UN plans (UNSDCF) and development priorities and allow for a longer-term outlook.
5. The early stage of implementing decentralization and the new results framework combined with pandemic obstacles make assessing the impact of these changes difficult. Nevertheless, key informants have offered thoughts on the pros and cons of decentralization for statelessness work. These are further discussed in section 5.3 on institutional effectiveness.

Annex 14 – Evaluation Reference Group Members

Name	Title	Organization
Shahrzad Tadjbakhsh	Deputy Director	Division of International Protection
Rosie Vanek	Sr. External Relations Officer	Division of External Relations, Campaign, Events, Goodwill Ambassadors Section
Betsy Lippman	Sr. Partnership Advisor	DRS-Executive Office
Gita Swamy Meier-Ewert	Sr. Results Based Management and Monitoring Officer	Division of Strategic Planning and Results (DSPR)
Nicole Shepardson	Lead, Policy Team	US Government, Department of State, Bureau of Population, Refugee, Migration (PRM)
Gregor Schotten		Federal Republic of Germany, Diplomatic Mission in Geneva
Chris Nash	Director and Co-Founder	European Network on Statelessness
Laura Bingham	Senior Managing Legal Officer	Open Society Foundations
Catherine Harrington	Campaign Manager	Global Campaign for Equal Nationality Rights
Florencia Reggiardo	Senior Attorney	Centre for Justice and International Law, Coordinator of Red ANA
Vijaya Ratnam Raman	Child Protection Specialist	UNICEF

Annex 15 – Regional Engagement Group Participants

Africa Regional Engagement Group

Organization	Name	Title
CEDEAO/ECOWAS, Abuja – Nigeria	Abimbola Oyelohunnu	Alternate Focal Point
CEDEAO/ECOWAS, Abuja – Nigeria	Alozie Amaechi	Statelessness Focal Point
CEMAC/ECCA, Malabo, Equatorial Guinea	Gervais Ngovon	Director, HR and Good Governance
Government of Cote d'Ivoire, Abidjan	Paul Koreki	Technical Advisor to the Minister of Justice
Independent consultant	Dr. Bronwen Manby	Subject matter expert
IOM, Dakar – Senegal	Nassima Clerin	Deputy Country Director
Open Society – West Africa (OSIWA), Dakar - Senegal	Ibrahima Kane	Senior Programme Advisor
Secretariat of the African Committee of Experts on the Rights and Welfare of the Child Addis, Ethiopia	Ayalew Getachew	Senior Child Rights Officer
Universit de Dschang – Cameroun	Moise Timtchueng	Senior Lecturer
UNHCR Regional Bureau for East & Horn of Africa	Bénédicte Voos	Sr. Protection Officer (Statelessness)
UNHCR Regional Bureau for Southern Africa	Emmanuelle Mitte	Sr. Protection Officer (Statelessness)
UNHCR Regional Bureau for West & Central Africa	Hervé Kuate	Sr. Statelessness Officer

Asia and Pacific Regional Engagement Group

Organization	Name	Title
Adventist Development and Relief Agency (ADRA) (Thailand)	Lalita Yawangsan	Programme Coordinator
Center of Statelessness and Refugee Studies, School of Law, Rights and Constitutional Governance, Tata Institute of Social Science (India)	Dr. Parivalan K.M.	Chairperson

Central Asian Network on Statelessness (CANS) (Regional)	Najiba Shirinbekova	Director, NGO "Right & Prosperity in Tajikistan", founding member of the CANS network
Council of Minorities (Bangladesh)	Khallid Hussain	Founder and Chief Executive
Government of the Kyrgyz Republic	Mukhabat Pratova	Director, Department for Registration of Population and Civil Acts of the State Registration Service
Government of the Philippines	Melvin C. Suarez Paulito C. De Jesus	State Counsel, Refugees and Stateless Persons Unit, Department of Justice
Refugee and Migratory Movements Research Unit (RMRU) (Bangladesh)	Prof. Chowdhury Abrar	Executive Director
Nationality for All (Regional)	Grant Mitchell	Executive Director
United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) (Regional)	Tanja Brøndsted Sejersen	Statistician and CRVS expert
UNHCR Multi-Country Office for Central Asia	Marin Roman	Regional Protection Officer
UNHCR Regional Bureau for Asia & the Pacific	Matthias Reuss	Sr. Regional Statelessness Officer

Annex 16 – Sensemaking and Validation Workshop Participants

Sensemaking Workshops

Pronoun	First Name	Last Name	Position
Ms.	Christine	Fu	Senior Evaluation Officer, Evaluation Service
Ms.	Melanie	Khanna	Senior Legal Coordinator and Section Chief, Statelessness Section

Africa Validation Workshop

Pronoun	First Name	Last Name	Position
Ms.	Emmanuelle	Mitte	Senior Protection Officer, Regional Bureau for Southern Africa
Ms.	Benedicte	Voos	Senior Regional Statelessness Officer, Eastern & Horn of Africa Bureau

Asia and the Pacific Validation Workshop

Pronoun	First Name	Last Name	Position
Mr.	Brian	Barbour	Researcher under the Surge Capacity Project on Statelessness
Ms.	Aeriel Ann	Gonzales	Protection Associate (Philippines CO)
Ms.	Roza	Minasyan	Protection Officer (Tajikistan CO)
Ms.	Karine	Mirzoyan	Regional Controller (Asia and the Pacific Regional Bureau)
Ms.	Meriam Faith	Palmer	Field Associate (Philippines CO)
Mr.	Matthias	Reuss	Senior Statelessness Officer, Asia Pacific Regional Bureau
Mr.	Marin	Roman	Regional Protection Officer (Statelessness), Central Asia Multi-Country Office Almaty
Ms.	Marie Ermina	Valdeavilla-Gallardo	Head of National Office of UNHCR Philippines

Europe Validation Workshop

Pronoun	First Name	Last Name	Position
Mr.	Hugues	Bissot	Senior Protection Officer, Ukraine
Mr.	Fedir	Danylchenko	Senior Legal Assistant, Ukraine CO
Ms.	Kristina	Folkelius	Protection Officer, Albania CO
Ms.	Marta	Garcia	Protection Officer, Spain CO
Mr.	Artur	Marku	Senior Protection Officer, Albania CO
Mr.	Francisco	Ortiz	RSD Associate
Mr.	Dmitri	Pletchko	Associate Legal Officer, Ukraine CO
Ms.	Geraldine	Salducci Petruccelli	Senior Protection Officer, Europe Regional Bureau
Ms.	Jeanette	Zuefle	Head of Protection Section, Europe Regional Bureau

MENA Validation Workshop

Pronoun	First Name	Last Name	Position
Ms.	Hassnaa	Amghar	Assistant Protection Officer, Morocco CO
Mr.	Hazim	Al-Shaikhli	Senior Protection Associate (Iraq)
Ms.	Els	Jellema	Protection Officer (MENA Regional Bureau)
Mr.	Samer	Haddadin	Head of Liaison Office (Kuwait CO)
Ms.	Annalaura	Sacco	Senior Protection Officer (MENA Regional Bureau)
Ms.	Ishita	Suran	RSD Officer (Kuwait)
Mr.	Lawand	Talal Abdulrahman	Assistant Protection Officer (Iraq CO)
Mr.	Ahmed	Tetta	Assistant Protection Officer (Mauritania CO)
Mr	Roland-Francois	Weil	Senior Protection Officer (Iraq CO)

Annex 17 - Evaluation Team

The evaluation team consisted of nine experienced humanitarian practitioners and evaluators. The composition, experience and responsibilities of evaluation team members are presented below.

Team profiles

Name	Profile	Role	Main responsibilities
Brian Majewski	Avenir Analytics' Head of Strategic Research and Evaluation and a professional evaluator with over 20 years of experience in the international development and humanitarian sectors. Has led multiple evaluations and reviews for major UN agencies, INGOs and the Red Cross, focusing on operational capability, CBT, partnerships, policy, and development.	Team Leader	Overall evaluation design and management, tasking of team members, ensuring project progress, safeguarding quality of outputs and liaising with the evaluation manager and key stakeholders. Lead the inception interviews and drafting of inception report, facilitate ethics committee reviews, oversee data collection, lead Americas regional case study, co-facilitate Asia REG dialogues, analysis, validation workshops and main author of final global report and one regional or thematic report. Present evaluation findings and recommendations to UNHCR Senior Executive Team and States / partners.
Penelope Muteteli	Trinity College Dublin's Adjunct Assistant Professor in Statelessness and Forced Migration with vast field experience in conflict, environment and disaster-induced displacement settings. Has contributed to and conducted research, analysis and evaluations on statelessness and ethnic identity categorization, protection of the person with specific needs for UN agencies, Donors and INGOs. Led policy design in protection of human rights and disaster risk reduction national policies. Fluent in English and French.	Senior Evaluator	Lead expert on statelessness. Lead literature review and context analysis, advise on development of evaluation questions and methods and contribute to all other aspects of design. Joins inception interviews. Lead Cote d'Ivoire case study and co-facilitate Africa REG dialogues. Contribute to cross-case analysis and draft one regional or thematic report.
Charlotte Latimer	Senior evaluator with extensive experience in humanitarian and development assistance. Particular expertise in humanitarian financing, cash-based programming, localization and the humanitarian / development nexus working with donors, UN agencies and INGOs. Specialized in data analysis and qualitative research, policy development, partnerships, monitoring and evaluation, knowledge management and needs assessment. Has been part of several Avenir teams working on UN evaluations; including the Strategic evaluation of WFP's Funding and the Evaluation of WFP's General Food Assistance to Syrian Refugees in Jordan (2015-2018).	Senior Evaluator	Lead analysis of institutionalization and mainstreaming. Joins inception interviews. Lead Europe regional and Kenya case studies. Contribute to cross-case analysis and draft one regional or thematic report.

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Jeff Duncalf	Specialist with extensive experience in the humanitarian aid sector, including the last ten years specializing in real time, mid-term, and final evaluations of multi-sectoral humanitarian aid agency responses to large and medium scale natural and man-made disasters, encompassing both programmatic activities and support service department functionality. Was part of Avenir's team conducting the evaluation of the WFP Safety Nets Policy 2012 completed in 2019. Significant experience with UN agencies such as FAO, WFP and UNICEF.	Senior Evaluator	Contribute to design of evaluation, data collection and analysis. Lead budget and expenditure analysis. Lead Philippines case study and co-facilitate Asia REG dialogues. Contribute to cross-case analysis and draft one regional or thematic report.
Jose Gallegos	Specialist with experience leading teams in designing, implementing and evaluating projects in various areas including social development, poverty and social protection, inclusion, cash-based interventions, health and nutrition in the Americas, Africa and Asia. Based out of Peru, Jose has extensive experience with project work in the Americas including Bolivia, Chile, Mexico and Peru working with UN organizations, the World Bank, government ministries and research institutes.	Senior Evaluator	Participate in Americas case study and lead all Spanish speaking interviews and related document review. Contribute to cross-case analysis and other reporting.
Dina Hatuqa	Specialist with multi-disciplinary experience, obtained mainly with UN organizations (WFP and UNICEF). Specialized in research and evaluation; project management and coordination; and field operations support at headquarters and country levels. Main areas of expertise include refugee/IDP operations, food and nutrition assistance, and humanitarian coordination. Has been deployed to Kenya, Pakistan, Jordan, Lebanon and Chad for operational assignments. Participated as team member in multiple previous large-scale Avenir-led evaluations. Fluent in Arabic, English and French and good working knowledge of Spanish.	Evaluator	Contribute to design of evaluation, data collection and analysis. Participate in inception interviews. Lead development of analysis frameworks and some data collection tools. Participate MENA and Kenya case studies. Contribute to cross-case analysis and other reporting.
Cara Winters	Evaluator with extensive humanitarian and international development experience, specializing in evaluation design, humanitarian accountability systems, and operational and program strategy. Has led evaluations, assessments, and research initiatives with a range of INGOs, think tanks, donor institutions, UN agencies, and the Red Cross. Background in quality assurance and impact measurement for protection programs, including those targeting issues of statelessness, refugee and IDP status determination, civil documentation and legal identity, and security of tenure.	Evaluator	Contribute to design of evaluation, data collection and analysis. Lead assessment of programme logic and some data collection tools. Joins inception interviews. Lead survey design, implementation and analysis. Participate in Americas and Philippines case studies. Contribute to cross-case analysis and other reporting.

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Samer Shtayyeh	Humanitarian research specialist with evaluation experience obtained with Avenir Analytics, the Near East Foundation, the International Committee of the Red Cross and Oxfam. Main areas of expertise are program management, assessment, monitoring and evaluation both at managerial and operational levels. Participated as team member in multiple previous large-scale Avenir-led evaluations and has expertise in refugee/IDP response and humanitarian operations with experience working in camp and non-camp setting. Fluent in English and Arabic. Until recently, Samer himself was stateless.	Evaluator	Contribute to design of evaluation, data collection and analysis. Participate in inception interviews. Lead development of some data collection tools. Lead MENA and Tajikistan case studies and co-facilitate some REG dialogues, Contribute to cross-case analysis and draft one regional or thematic report.
Paule Herodote	Evaluator with expertise in strategy design, programme development, management, centralized evaluation, research, analysis and writing. Experience in international development, humanitarian response, policy and multi-stakeholder processes. Participated as team member in multiple previous large-scale Avenir-led evaluations including for UN organizations. Fluent in English and French.	Evaluator	Contribute to design of evaluation, data collection and analysis. Participate in inception interviews. Coordinate document review. Co-facilitate Africa REG dialogues and participate in Cote d'Ivoire case study. Contribute to cross-case analysis and other reporting.
Hannah Watson	Analyst with experience in conducting research on refugee protection through academic work and research conducted while working as part of the Stimson Centre's 'Protecting Civilians in Conflict' program. Part of Avenir's team conducting the strategic evaluation of WFP's Funding. Has moderated focus group discussions, created sophisticated analyses of quantitative data and large datasets of survey results and conducted in-depth interviews with stakeholder groups.	Analyst	Focal point for data organization and management. Contributes to development of evaluation design and tools. Joins HQ inception interviews. Oversees data consolidation, coding and checks for inter-coder reliability. Conducts quantitative analysis, qualitative synthesis and data visualization. Participate in Europe and Tajikistan case studies. Contribute to cross-case analysis and other reporting.
Rangina Jumakhanova	Monitoring, evaluation, research and learning specialist with over 15 years of experience mainly from working with the Aga Khan Foundation in Tajikistan. Currently serves as Director of this organization overseeing a team of 6 core staff on conducting evaluation and learning activities in the area of health, rural development, education, civil society, gender and house improvement. Strong familiarity with the in-country stakeholders including donors, government and other NGOs.	National Evaluator	Participate in Tajikistan case study and lead all Russian / Tajik speaking interviews and related document review. Contribute to cross-case analysis and other reporting.