This document highlights the statelessness related challenges in the countries that will be reviewed at the Human Rights Council during the 31st Session of the Universal Periodic Review (UPR): Belize, Central African Republic, Chad, China, Congo, Jordan, Malaysia, Malta, Mauritius, Mexico, Monaco, Nigeria, Saudi Arabia and Senegal. The issues raised in this summary include: the right of every child to acquire a nationality, discrimination against stateless people, the prohibition of arbitrary deprivation of nationality, the prohibition of arbitrary detention and the obligation of states to identify and protect stateless persons (including stateless refugees), lack of data on stateless persons in the country, lack of civil registration. All recommending states are urged to draw on this document when formulating recommendations to states under review. In addition to this summary, the Institute also made joint submissions to the 31st Session on human rights and statelessness in Malaysia, Malta and Saudi Arabia.¹

Belize

Belize is party to the core human rights treaties and has acceded to both Statelessness Conventions. There is little information on statelessness in the country and UNHCR provides no statistical information on statelessness in the country. What is known is that there are some difficulties with access to birth registration and the issuance of birth certificates for hard-to-reach communities - 2012 statistics note that 95% of children under 5 have been registered.² Despite being a State party to the 1954 Statelessness Convention, Belize has not enacted legislation to identify, grant legal status to and protect stateless persons in its territory.

Proposed Recommendations:
1. Fully implement the 1954 and 1961 Statelessness Conventions
2. Conduct and make publicly available, mapping studies and data collection on statelessness in the country.
3. Ensure and facilitate access to birth registration for all, regardless of the place where the person is born or the legal or nationality status of the parents.
4. Put in place a dedicated statelessness identification and protection procedure that meets international standards, good practice and procedural safeguards as outlined in UNHCR’s Handbook on Protection of Stateless Persons.

Central African Republic (CAR)

The CAR is not party to the 1954 or 1961 Statelessness Conventions. However, it signed the Declaration of International Conference on the Great Lakes Region (ICGLR) on the eradication of Statelessness on 16 October 2017. Significant forced displacement within and outside the country, has placed vulnerable groups - in particular the Muslim minority which faces targeted destruction of civil status registries and denial of nationality - at risk of statelessness. The UN CRC has expressed concern over low levels of birth registration. Children born on the territory have the right to claim citizenship before reaching majority, but in practise this proves difficult when a child’s birth has not been registered or the parents are not nationals of CAR. Finally, the Nationality code does not allow women to transmit their nationality to their foreign spouses and enables naturalisation only after 35 years of residence.

Proposed recommendations:
1. Accede to and take all necessary steps to implement the 1954 and 1961 Statelessness Conventions.
2. Ensure universal and free birth registration without discrimination of any kind.
3. Eradicate gender discrimination in relation to the conferral of nationality to foreign spouses.
4. Fully implement the ICGLR Declaration and Regional Action Plan on the eradication of Statelessness.
5. Address and prevent the arbitrary denial of nationality and destruction of documentation in order to ensure the right to nationality of displaced people and minority communities.

Chad

Chad is party to the 1954 and the 1961 Statelessness Conventions. The Chadian nationality code provides for any child born in Chad to acquire nationality automatically at birth. However, it’s implementation is questionable. Despite progress in increasing birth registrations, Chad has one of the lowest rates of birth registration in Africa, especially for children of Sudanese and other parents. In 2017, UNHCR reported 88 percent unregistered children under the age of five.³ Particularly problematic is the non-registration of children of refugees born in Chad between 2003 and 2015, placing them at risk of statelessness. Chad is one of the main refugee host

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¹ http://www.institutesi.org/ourwork/humanrights.php
countries in Africa. Further, thousands of Chadian migrants or descendants of Chadian migrants who were living in the CAR were forced to return to Chad. According to UNHCR at least 16,178 people left behind vital identification documents including birth certificates or ID cards, finding themselves at risk of statelessness.\(^4\) Naturalisation is possible after 15 years of residence. However, naturalisation criteria are not clearly defined, leaving wide discretion for state authorities.

**Proposed recommendations:**
1. Ensure universal and free birth registration without discrimination of any kind and intensify the deployment of mobile birth registration units.
2. Pursue efforts to modernize the civil registry and ensure that all persons including refugees and migrants have equal access.
3. Ensure the correct interpretation and non-discriminatory implementation of the Chadian nationality act by state authorities.

**China**
China has not acceded to the statelessness conventions. UNHCR has no statistical data on statelessness in the country but estimates there to be a significant stateless population. The lack of a *Hukou* (household registration) is likely the leading cause of statelessness.\(^5\) Census data in 2010 confirmed that at least 13 million children were affected by lack of *hukou*, which serves as birth registration and affirms nationality. The reasons behind children not obtaining a *hukou* include their parents violating the ‘one child policy’ (that was removed in 2015), being born outside of wedlock; or one or both of the parents being irregular migrants, primarily from North Korea. (According to some estimates, 20-30,000 children have been born to Chinese fathers and North Korean mothers and have never been registered).\(^6\) Without this registration, children would have no documented connection to China and are all at risk of statelessness, undermining their ability to travel (both internally and externally), as well as their access to education and healthcare.

**Proposed Recommendations:**
1. Fully promote, respect, protect and fulfil its obligations towards stateless persons under International Human Rights law.
2. Accede to and take all necessary steps to implement the 1954 and 1961 Statelessness Conventions.
3. Conduct and make publicly available, mapping studies and data collection on all stateless persons in the country.
4. Ensure the right of every child to a birth registration and to acquire a nationality, as enshrined under CRC Article 7.
5. Eradicate the practice of excluding children from being registered with a *Hukou* and ensure access for all children to *hukous* retroactively, regardless of the status of their parents.

**Congo**
Congo is not party to the 1954 and 1961 Statelessness Conventions. However, Congo signed the Declaration of International Conference on the Great Lakes Region (ICGLR) on the eradication of Statelessness on 16 October 2017. While there is no available study on stateless persons or persons at-risk of statelessness, the low birth registration rate and lack of safeguards to prevent statelessness in the nationality legislation constitute statelessness risk factors. A law reform initiated in 2016 to merge the Family Code and Nationality Law is an encouraging step but it’s results are yet to be seen. Birth registration rates in Congo are low. The Family Code provides for civil registry services and the free issuance of birth declaration documents but in practice, civil registry centres in remote areas such as Likouala department are not supported and required to pay fees to the judicial authorities. UNICEF has identified approximately 14,000 people without birth certificates in the Betou area, where about 70 percent of the refugee population lives.\(^7\)

**Proposed recommendations:**
1. Accede to and take all necessary steps to implement the 1954 and 1961 Statelessness Conventions.
2. Ensure that adequate resources are provided to ensure a functioning universal birth registration system.
3. Enforce legislation on free birth declaration by ensuring that all fees levied at any stage of the process are cancelled.\(^8\)
4. Implement the ICGLR Declaration and Regional Action Plan on the eradication of Statelessness.

**Jordan**
Jordan is one of 25 countries that denies women the right to pass citizenship to their children and spouses on an equal basis with men. According to Law No. 6 of 1954 on Nationality, Jordanian women can only confer nationality on children when the father is of unknown nationality, stateless or when filiation is not established. Jordanian men confer nationality on their children without exception. The

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\(^6\) Reuters, *China urged to give citizenship to stateless children of trafficked North Koreans*, 2015 [http://news.trust.org/item/20151209175130-j7qa1/](http://news.trust.org/item/20151209175130-j7qa1/)

\(^7\) [http://www.refworld.org/cgi-bin/texis/vtx/rwmain?page=search&docid=5b57031f4&skip=0&query=universal%20periodic%20review&coi=COG&searchin=fulltext&sort=date](http://www.refworld.org/cgi-bin/texis/vtx/rwmain?page=search&docid=5b57031f4&skip=0&query=universal%20periodic%20review&coi=COG&searchin=fulltext&sort=date)
Jordanian government has stated that some privileges (Mazaya) are granted to children of Jordanian women married to non-Jordanian with respect to education, health, work, own property, investment and obtaining a driver’s license (private cars). Unfortunately, these Mazaya have not yet been fully implemented. Several UN treaty monitoring bodies, including the CEDAW, CRC and CERD, have urged Jordan to amend its nationality law to eradicate gender discrimination. There are nearly 2.1 million registered Palestinians in Jordan and many of them, particularly those who arrived after 1967, are only able to acquire two-year travel documents granting them freedom of movement but prohibiting access to many other rights. They have, for generations, been excluded from accessing Jordanian citizenship. Additionally, nearly one million Syrian refugees live in Jordan. Due to discrimination in Syrian nationality law (notably that Syrian women are not able to transfer their nationality to their children), a large stateless population originating from Syria and the complicated procedure of obtaining legal documents in Jordan, there are likely to be a significant number of cases of statelessness and risk of statelessness among this population in Jordan.

Proposed Recommendations:
1. Remove gender discrimination in the Nationality Law of No. 6 of 1954 so that Jordanian women can enjoy equal rights with Jordanian men to pass their nationality to their children and spouses.
2. As a temporary measure pending reform of the Nationality Law of No. 6 1954 to uphold gender equality, ensure that the “privileged services” (Mazaya) approved by the government are implemented immediately without delay.
3. Ensure that all children born in the territory of Jordan who do not obtain any other nationality are guaranteed, without discrimination, the right to a Jordanian nationality.

Malaysia
- **Gender Discrimination**: Malaysia is one of 25 countries that denies citizens the equal right to pass citizenship to their children based on gender. Further, Malaysia has in place a reservation to CEDAW Article 9(2) which prohibits gender discrimination in conferral of nationality. A married Malaysian man has no restrictions on passing his citizenship to his children regardless of place of birth. However, a married Malaysian woman cannot pass her citizenship to her children born outside Malaysia on an equal basis with Malaysian men. Men cannot transfer their nationality to their children if the child is born out of a legally recognised marriage. Furthermore, Malaysian women cannot confer nationality on a foreign spouse, a right reserved for Malaysian men. Such gender discrimination undermines equal citizenship, results in wide-ranging human rights violations and can result in statelessness.
- **Every Child’s Right to a Nationality**: Despite there being a strong domestic legal framework for the conferral Malaysian nationality to children who would otherwise be stateless, Malaysia has in place, a reservation to CRC Article 7, which guarantees every child’s right to acquire a nationality. Further, domestic law is not implemented in practice. Particularly at risk of statelessness are children of: migrant workers, asylum seekers and refugees; children of minority communities; children who cannot access nationality due to gender discrimination in the law; adopted children; children residing in welfare homes, foundlings and street children; and indigenous children.
- **Populations at Risk of Statelessness**: Several groups in Malaysia experience high rates of statelessness, with individuals from these communities continuing to be denied the right to a nationality. Of particular concern in east Malaysia are the Bajau Laut (Sama Dilaut)10, a collective of various semi-nomadic populations. In west Malaysia, there are at least 12,000 stateless persons of Indian Tamil origin. Many Bajau Laut and people of Indian Tamil origin do not have identity documents and their births are often not registered, due to the historically, discriminatory application of laws and policies.
- **Stateless Rohingya Refugees and Other Refugee Populations**: The majority of the over 161,000 registered stateless asylum seekers and refugees in Malaysia are Rohingya.11 There are also other populations that are likely to be stateless, including Palestinians. Malaysia is not party to the Refugee Convention and asylum seekers and refugees in Malaysia are considered to be “illegal migrants” placing them at risk of arrest and detention.
- **Consequences of Statelessness**: There are significant consequences for individuals and communities that are stateless or at risk of statelessness in Malaysia. They face a heightened risk of exploitation, human trafficking, arrest and arbitrary detention because of their lack of identity documentation. They also face barriers in accessing education, housing, secure and safe employment and health services. Typically, such populations also face discrimination, marginality and xenophobia; displacement; and barriers to accessing natural resources, traditional livelihoods and justice.

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8 For the Institute’s full submission on Malaysia, see: http://www.institutesi.org/UPR31_Malaysia.pdf
10 The ancestors of many people of Indian Tamil origin were brought from India to Malaysia through a labour recruitment system (“kanganys”) in the 19th and early 20th centuries.
11 There is also a significant population of asylum seekers who are yet to be registered with UNHCR. UNHCR, Figures at a glance in Malaysia, August 2018, available at: http://www.unhcr.org/uk/figures-at-a-glance-in-malaysia.html
Proposed Recommendations:

1. Repeal gender discriminatory nationality laws and policies. In particular, amend the Federal Constitution to allow for:
   a. a child born to a Malaysian citizen to automatically acquire Malaysian citizenship, irrespective of the gender or marital status of the Malaysian citizen parent and whether the child is born in or outside of Malaysia; and
   b. Malaysian citizens to confer nationality on foreign spouses on an equal basis irrespective of gender.
2. Ensure the application of Constitutional safeguards to ensure that all children born in Malaysia, who will otherwise be stateless, including foundlings and adopted children, are granted Malaysian nationality without discrimination, regardless of the gender, ethnicity, documentation, immigration or other status of the parents.
4. Ensure universal birth registration in Malaysia, as a tool to protect the right to a nationality and prevent statelessness.
5. Protect all asylum seekers, refugees and stateless persons in Malaysia, by determining their protection status, providing them with legal status, ensuring they are not detained and ensuring their access to basic human rights.

Malta
Malta is not party to the 1954 and 1961 Statelessness Conventions and provides very limited protection to stateless persons. Maltese law provides some protections against arbitrary detention, but rights afforded to people detained for removal purposes, for example, are very limited. Malta has no mechanism to identify and determine statelessness, and no stateless protection status. Data on the stateless population is limited, with figures available only for the very small number of stateless people who acquire Maltese citizenship and refused asylum seekers recorded as ‘nationality not known’ who cannot be returned and may or may not be stateless. There are some safeguards in Maltese law to prevent statelessness, but implementation is problematic and there are some gaps. There is a provision for children born stateless in Malta to acquire citizenship after five years’ residence, but this provision is little-known and there are no reports of it ever having been used. There also is a safeguard against statelessness in adoption cases. Foundlings are deemed to be Maltese from birth, but the wording of the provision does not explicitly prevent statelessness, stating that the child will be deemed Maltese “until his right to any other citizenship is established” leaving open the possibility of statelessness arising later in life or if their parents are identified and a legal ‘right’ to nationality is established, irrespective of whether there are practical barriers to the child actually acquiring another nationality. The differential treatment of children born in and out of wedlock to Maltese parents abroad was ruled to be discriminatory by the European Court of Human Rights (ECtHR) in 2011 (Genovese v. Malta), but this discriminatory provision remains in force in Maltese law.

Proposed Recommendations:

2. Implement a Statelessness Determination and Protection Procedure that is fair, effective and accessible to all persons in Malta regardless of their legal status. The procedure should comply with international standards of due process and follow the procedural safeguards outlined in UNHCR’s Handbook on Protection of Stateless Persons; and should result in a dedicated protection status associated with clear rights and support mechanisms.
3. Ensure that stateless persons and those at risk of statelessness are not subject to arbitrary detention because of their status.
4. Ensure that all children born in the territory of Malta, or to a Maltese parent, are guaranteed without discrimination their right to a nationality as enshrined in Article 7 of the Convention on the Rights of the Child.

Mauritius
Mauritius is not party to the 1954 and 1961 Statelessness Conventions. The citizenship act does not grant nationality at birth to children born in the country who would otherwise be stateless. It does provide a right to nationality for children born on the territory whose parents are unknown, but it is unclear whether this foundling provision is applied correctly in practice. While Mauritius has introduced a fast-track system to deal with the declaration of births and unregistered children, many births still remain unregistered due to a lack of communication and lengthy procedures regarding late registration. A citizen by birth born in the country can pass his or her citizenship to a foreign-born child but that child cannot pass his or her citizenship on in turn. Mauritius nationals that are born abroad may be unaware of their inability to pass on citizenship to their children, creating a risk of statelessness.

Proposed recommendations:

For the Institute’s full submission on Malta, see: http://www.institutesi.org/UPR31_Malta.pdf

1. Accede to and take all necessary steps to implement the 1954 and 1961 Statelessness Conventions.
2. Introduce legal safeguards for foundlings and children born in the country who would otherwise be stateless.
3. Take further measures to accelerate the procedures for and facilitate late birth registration.

Mexico

Mexico is not party to the 1961 Statelessness Convention. It acceded to the 1954 Statelessness Convention with two reservations regarding: 1) Labour rights of stateless people, and 2) Naturalization facilities for stateless people. According to UNHCR statistics, there are only 13 stateless persons in Mexico, whilst since the entry into force of the law on migration (December 31 of 2017), 3073 people were recognised as stateless by the Mexican state. In 2011, Mexico introduced processes to identify and address statelessness, but there remain some flaws with these processes. Recognition of statelessness occurs through two mechanisms. In both, the main problem is the lack of clarity in the terms and procedures, which open it up to discretion. The procedures that are described, for example, are very general, do not establish procedural safeguards with sufficient clarity and use ambiguous terms.

Proposed Recommendations:
1. Accede to and fully implement the Convention on the Reduction of Statelessness (1961)
2. Ensure the full implementation of the 1954 Convention, including the removal of all remaining reservations.
3. Ensure that the current statelessness determination procedure is reviewed and improved, to ensure fair decision making and strong protection for all recognised stateless persons.

Monaco

Monaco is party to the core international human rights conventions that include provisions related to statelessness and/or nationality but has not acceded to the statelessness conventions. There is little known about the issue of statelessness in the country and UNHCR does not maintain stateless statistics for the country. In 2011, Monaco reformed its nationality law removing gender discrimination that previously prohibited women from transferring their nationality on an equal basis as men.

Proposed Recommendations:
1. Accede to and fully implement both the 1954 and 1961 Statelessness Conventions.
2. Conduct and make publicly available, mapping studies and data collection on statelessness in the country.
3. Put in place a dedicated statelessness determination and protection procedure that meets international standards, good practice and procedural safeguards as outlined in UNHCR’s Handbook on Protection of Stateless Persons.

Nigeria

Nigeria is party to the 1954 and 1961 Statelessness Conventions. Citizenship in Nigeria is regulated by its Constitution but there is no citizenship act which fleshes out constitutional provisions on nationality. The country’s population is divided into indigenes and non-indigenes, with local government has the authority to issue ‘certificates of indigeneity’ to people considered indigenes of their jurisdictions. With a lack of formal procedures and guidelines, local government officials have unfettered discretion to determine who the certificates are issued to. Those who are unable to attain a certificate find themselves trapped in the category of stateless non-indigenes or settlers, are unable to exercise their human rights and are widely discriminated against. The Constitution does not allow Nigerian women to transmit nationality to their husbands and does not grant nationality to children born in Nigeria of unknown or stateless parents. Registration of children in Nigeria is subject to administrative, physical and other barriers, as a result of which birth registration rates are low. Nigeria signed the Abidjan Declaration on statelessness in 2015 and the Banjul Action Plan in 2017.

Proposed recommendations:
1. Redouble efforts to realise universal, immediate and free birth registration of all children born in the territory.
2. Establish safeguards to ensure that no child is born stateless in Nigeria.
3. Amend discriminatory provisions in the Constitution to enable women to pass on their nationality to their spouses.
4. Implement the Statelessness conventions through incorporating enabling legislation.
5. Increase the protection of the rights of ethnic and other minorities, including so-called “settlers”, in particular their rights to citizenship, and to ensure their equal and non-discriminatory treatment in the country.

Saudi Arabia

According Saudi Arabian Citizenship System, children of Saudi fathers acquire Saudi nationality at birth, regardless of the child’s birthplace, but Saudi women cannot transmit their Saudi nationality automatically to their children. Article 7 of the law states that,

14 http://www.refworld.org/cgi-bin/texis/vtx/rwmain?page=search&docid=5a61f39c4&skips=0&query=statelessness&coi=NGA&searchin=fulltext&sort=date
15 For the Institute’s full submission on Saudi Arabia, see: http://www.institutesi.org/UPR31_SaudiArabia.pdf
“Individuals born inside or outside the Kingdom from a Saudi father, or Saudi mother and unknown father, or born inside the Kingdom from unknown parents (founding) are considered Saudis.” Alongside the discrimination that this is embedded in and the human rights impacts it has on the children, it also - in many cases - puts children at risk of statelessness when they cannot obtain the nationality of their father, or if their father is also stateless. Article 8 of Saudi Arabian Citizenship System further goes onto allow children of Saudi mothers the option of applying for nationality at the age of majority, with conditions attached. This allows the option for children of Saudi women to naturalise, at the state’s discretion, after reaching the age of majority. This option falls far behind standards of gender equality and child rights. It does not provide mothers the same nationality rights as fathers and denies children access to nationality and many other rights in their childhood.

Saudi Arabia hosts a sizable Bidoon population, estimated at around 250,000. Even UNHCR’s more conservative estimate of 70,000, places Saudi Arabia among the countries with the largest stateless populations in the world. This group mainly consists of descendants of nomadic tribes who failed to register for Saudi nationality in the past when the nation state was being formed. Despite the fact that Saudi Arabia is their home, Bidoon are considered "illegal residents" by the Saudi government and are not eligible for Saudi citizenship. They are instead issued identity documents, known as "black cards" which are five year residency permits that the government began to issue in 2009. The procedure for obtaining these cards is unclear and their validity is often precarious. The majority Rohingya have lived in the country for decades and over generations (many since the 1950s). There are no official statistics, but estimates place the figure in the hundreds of thousands and possibly over half a million. Their status and protection has improved over the past few years during which Saudi Arabia has issued 190,000 free residency permits to them, which allows residency for four years. Under this process, applicants were also exempted from paying previous fines which resulted from non-renewal of their previous residency permits. Although this is a positive first step, it is not wholly adequate to resolve the legal status of stateless Rohingya living in Saudi Arabia. Further, this initiative has not covered the full population of Rohingya in the country, there are significant numbers who remain with no legal status. A large stateless Palestinian population also lives in Saudi Arabia.

Proposed recommendations:
1. Ensure that all necessary steps are taken to amend the Citizenship Law to enable Saudi women to transfer nationality to their children and spouses, on an equal basis as men.
2. Take all necessary steps to facilitate the pathway to citizenship and the full rights associated with citizenship for those who have been determined stateless Bidoon in Saudi Arabia, and to ensure that no children of these communities are born stateless in the territory of Saudi Arabia.
3. Implement comprehensive safeguards against statelessness of any child who is born in Saudi Arabia.
4. Ensure that all stateless populations in Saudi Arabia with a refugee and migration background, such as the Palestinians and Rohingya, are ensured full access to rights and services and a secure and indefinite residency status. Ensure that all children born to these communities in Saudi Arabia, are granted Saudi nationality.
5. Take all necessary steps to accede to and fully implement the 1954 and 1961 Statelessness Conventions.

Senegal

Senegal is a party to the 1954 and 1961 Statelessness Conventions. As an ECOWAS member state, Senegal signed the Abidjan Declaration on statelessness in February 2015 and the Banjul Action Plan in May 2017. Lack of civil registration is a major issue in Senegal, a 2017 census indicated that only 70 % of the Senegalese population are registered, placing a large part of the population at risk of statelessness. The CRC expressed concern about the lack of progress in increasing birth registration rates of children under 5, in particular in rural areas. In 2017, UNHCR reported that 30% of children below the age of 5 did not have a birth certificate, fundamental to prove that a person meets the criteria for obtaining the Senegalese nationality. In 2013 Senegal made significant steps towards gender equality in nationality laws, adopting legislation that allows both men and women to pass on their nationality to their children and spouses of foreign nationality. However, the lack of awareness about the legislative changes forms an obstacle to the full enjoyment of the rights granted under this new law. Senegal hosts a large population of Mauritanian refugees whose citizenship status in Mauritania has been contested, who are offered naturalisation. In fact, anyone from a neighbouring country who has lived in Senegal for five years can opt for Senegalese nationality without further conditions.

Proposed recommendations:
1. Modernise the civil registration system and raise public awareness about the importance of registration.
2. Provide free birth registration and issuance of birth certificates, especially in rural and remote areas, to reduce the risk of statelessness.
3. Raise awareness about the amendments to the nationality laws and ensure implementation of the new provisions.

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16 https://senego.com/senegal-etat-civil-30-des-senegalais-nont-pas-de-papiers_589797.html
17 https://reliefweb.int/sites/reliefweb.int/files/resources/55252.pdf