

Synthesis of the Bali Process Civil Registration Assessment Toolkit: Pilot Projects in Pakistan, Thailand, and Việt Nam

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The background of the cover is a photograph of a sunset over a body of water. The sun is a bright yellow circle on the horizon, with its light reflecting on the water. The sky is filled with orange and yellow clouds. In the foreground, the silhouettes of several people are visible, sitting or standing on a beach, looking out at the sunset. There are also some small boats on the water in the distance.

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Executive Summary

This synthesis describes and analyses the use of the Bali Process Civil Registration Assessment Toolkit (BP Toolkit) through pilot projects sponsored by the Regional Support Office (RSO) of the Bali Process and the UNHCR Regional Bureau for Asia and the Pacific (RBAP), conducted by Pakistan, Thailand and Việt Nam. The synthesis is based mainly on the reports and documents provided by officers from these three countries. Where necessary, additional research has been conducted to provide further evidence. Due to different stages of the implementation of the pilot projects in the three countries, the completeness of data may vary from one country to another. While the pilots conducted in Pakistan and Thailand were completed with the respective final report endorsed, Việt Nam is currently preparing the final report. Data from Việt Nam is based on the preliminary desk research provided by the team in Việt Nam.

Three outputs expected from the use of the BP Toolkit include the assessment report, an action plan, and the setting of qualitative and time-bound targets for the registration of ‘hard-to-reach’ populations in national Civil Registration (CR) systems. Whilst all countries that have used the BP Toolkit have already produced, or are in the last stages of producing, their reports with recommendations, no action plan was formulated in any country.

Through participatory, multi-stakeholder, and national-ownership-based processes, the use of the BP Toolkit has revealed that the right to access CR is guaranteed by law. While the national legal framework of Thailand prescribes access to CR regardless of a person’s legal status, Pakistan requires legal documents, and Việt Nam requires a legal status. Focusing on different ‘hard-to-reach’ groups¹ in their national contexts, the self-assessment using the BP Toolkit helps States to assess any inequalities regarding access to CR among specific population groups. The reports point out that ‘hard-to-reach’ populations identified by each country are facing barriers to access CR. With regard to service providers, the self-assessment identifies some common barriers in legal and regulatory frameworks (Pakistan and Việt Nam), and capacity issues of local registrars (all three countries). For beneficiaries, lack of awareness, geographical barriers, and lack of legal status seem to be common challenges of ‘hard-to-reach’ groups in all three countries.

All three States that have applied the BP Toolkit have found it useful for conducting a self-assessment of their respective CR systems and affirm that no revision is required. The country reports of Thailand and Việt Nam recommend the refining and adjustment of language used in the BP Toolkit, including additional guidance on how to use the BP Toolkit. Expanding the definition of ‘hard-to-reach’ populations to cover other groups than those defined by the BP Toolkit is likewise recommended.

In addition to specific recommendations to address challenges and gaps regarding access to CR for ‘hard-to-reach’ populations, the national reports make some general recommendations:

- Continue to provide technical support to Pakistan and Việt Nam to fully complete the self-assessment exercise.

¹ The term ‘hard-to-reach and marginalized populations’ was defined in the Ministerial Declaration to “Get everyone in the picture” in Asia and the Pacific as: “People living in rural, remote, isolated or border areas; minorities; indigenous people; migrants; non-citizens; asylum seekers; refugees; stateless people; and people without documentation.”

- Organize one or two peer learning processes with the three countries sharing their experiences in using the BP Toolkit to implement self-assessment.
- The Technical Advisory Group of national experts (from Bangladesh, Malaysia, Pakistan, the Philippines, Thailand) and UNHCR RBAP should be re-assembled to confirm the way forward.
- In 2022 and beyond, the BP Toolkit should be promoted in other for a, such as the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), the Association of Southeast Asian Nations (ASEAN, in particular the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC)), the ASEAN Intergovernmental Commission on Human Rights (AICHR)), sub-regional platforms of civil registrars, the national human rights institutes, World Bank (WB) and national United Nations Legal Identity Agenda Task Forces (UN-LIA)/Working Groups and the Joint project frameworks with the United Nations International Children's Emergency Fund (UNICEF) (Blueprint / Global Coalition on Every Child's Right to a Nationality).
- The BP Toolkit should be re-branded as "Bali Process Toolkit for inclusive Civil Registration" to emphasize its applicability for assessments among all population groups, including majority populations in countries with weak CR systems.

The synthesis concludes that the application of the BP Toolkit in Pakistan, Thailand and Việt Nam could possibly assist the three States to formulate a plan with clear goals and targets, so that they can achieve their aims of "Getting Every One in the Picture" and "Leaving No One Behind", which aspire to have every individual visible in the national CR systems. This process of informed participatory planning, which involves all stakeholders, helps these States to resolve legal status issues. While CR remains a high priority within UNESCAP and essential for the BP Member States, the Bali Process's mandate and potential to tackle root causes of human trafficking, smuggling, and related crimes is limited. If the challenges and gaps in accessing the CR of 'hard-to-reach' populations are not duly addressed the Bali Process Members will not be able to address gaps in access to health or economic development.

The following synthesis is divided into six sections:

1. Background information on the Bali Process CR Assessment Toolkit and its development
2. Introduction to the three pilot projects in Pakistan, Thailand, and Việt Nam
3. Analysis of hard-to-reach population groups, legal frameworks for CR, challenges, and gaps in the pilot countries
4. The practical application of the BP Toolkit: methods, processes, multi-stakeholder collaboration, outcomes, and impacts
5. Opportunities, key lessons learned, good practices identified through the BP Toolkit pilot projects
6. Recommendations to pilot countries, RSO and UNHCR RBAP

1. Background information on the Bali Process CR Assessment Toolkit and its development

The primary objective of the BP Toolkit is to assist States in assessing and improving their national CR systems to promote universal access to registration of birth, marriage, and death, especially among ‘hard-to-reach’ population groups. The BP Toolkit proposes guidelines, approaches, and tools for conducting detailed assessments. After using this BP Toolkit, States are expected to provide an assessment report on its application. In addition, they should create an action plan or guidelines for the improvement of the national CR system, particularly the inclusion of individuals from ‘hard-to-reach’ or marginalized groups. Lastly, States should identify concrete targets for specific population groups and milestones for the achievement of these targets.

“Civil registration is the official recording by the State of the births, deaths, marriages and other vital events that happen among the population in its territory. It results in the creation of a permanent record and the issuance of legal documentation (e.g. birth, death, and marriage certificates), which serve as formal evidence of the occurrence and characteristics of those vital events”.² For individuals, “this basic evidence can be essential for proving their legal identity and family relationships, which has profound implications for exercising and safeguarding their rights, accessing social services and obtaining other identity documentation, such as ID cards and passports”.³ For the States, the continuous population data collected through civil registration helps to keep track of the population in their territory and plan for future service provisions, and typically provides the foundation for identity management systems and national population databases.⁴

CR is reflected in the Sustainable Development Goals as target 16.9, which aims to achieve legal identity for all, including birth registration, by 2030. This target reiterates the Declaration of the Asian and Pacific CRVS Decade issued by the UNESCAP Member States in 2014 with the goal of reaching universal CR by 2024.

The issues relating to CR were addressed by the Bali Process Member States, especially during the Sixth Ministerial Conference of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime held in Bali, Indonesia on 23 March 2016. The Ministers noted “the importance of civil registration in border management and in providing basic protection for migrants, refugees and asylum seekers. Ministers welcomed advice that a toolkit is being developed to help states strengthen their systems for registering births, deaths, and marriages. The project seeks to expand registration and documentation coverage, and in turn, enhance the capacity of states to identify and provide protection to at-risk populations. Member countries were encouraged to participate in the project”.⁵

² The Bali Process Regional Support Office, Bali Process Civil Registration Assessment Toolkit, January 2018, p.10.

³ Ibid.

⁴ Ibid.

⁵ Co-Chairs’ Statement, the Sixth Ministerial Conference of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime in Bali, Indonesia on 23 March 2016, https://www.baliprocess.net/UserFiles/baliprocess/File/BPMC%20Co-chairs%20Ministerial%20Statement_with%20Bali%20Declaration%20attached%20-%2023%20March%202016_docx.pdf

To implement the commitment, a Technical Advisory Group (TAG) comprising officers from Bangladesh, Malaysia, Pakistan, Philippines, and Thailand was set up to develop the BP Toolkit. The RSO and UNHCR RBAP served as secretariat. The BP Toolkit was published in January 2018.

The objective of the BP Toolkit is to help interested States assess and improve their national CR systems to record all births, deaths, and marriages that occur in their territory among 'hard-to-reach' groups. Therefore, the population targeted by the BP Toolkit includes refugees, asylum seekers, stateless persons, and persons of undetermined nationality. By focusing on these population groups, the BP Toolkit seeks to redress the exclusion of 'hard-to-reach' groups from national CR systems, so that all can access identity documentation provided by mainstream CR systems and benefit from the resulting protection.

The BP Toolkit

- explains the importance of CR,
- depicts the difficulties faced by 'hard-to-reach' population groups in accessing CR,
- proposes a methodology to assess whether refugees, asylum seekers, stateless persons, and persons of undetermined nationality have effective access to CR,
- suggests how States can conduct self-assessments regarding the CR of 'hard-to-reach' groups on their territory, and
- provides guidance on how to develop action plans with country-specific targets to improve the CR situation.

The outputs expected from the use of the BP Toolkit include:

1. Assessment report: Comprehensive description of the findings and recommendations of the assessment collectively endorsed by the body leading the assessment. This should also be reviewed and approved by a higher national authority that can take relevant decisions for the implementation of any recommended follow-up activities.

2. Action plan: A document that explains how the assessment recommendations will be implemented, including what needs to be done, when, how and by whom, usually within a timeframe of one to ten years.

3. Targets: Targets, milestones or objectives towards which efforts can be directed for measuring progress, e.g., the proportion of births, deaths and marriages that are registered in a given timeframe. Other targets of a qualitative nature may be the undertaking of specific actions by a certain date, e.g., to produce a manual or deliver a training.⁶

⁶ The Bali Process Regional Support Office, Bali Process Civil Registration Assessment Toolkit, Ibid, p.10.

2. Introduction to the three pilot projects in Pakistan, Thailand, and Việt Nam

The BP Toolkit was designed to serve States as a tool for assessing their CR systems. At its core is the question whether ‘hard-to-reach’ population groups have effective access to the national mainstream CR systems, i.e. the ‘same system that registers the births, deaths and marriages of nationals’.⁷ Since the BP Toolkit had been newly developed, pilot projects were introduced with the objective to improve and adjust the BP Toolkit where necessary. At the same time, the pilots purported to initiate discussions among relevant national stakeholders.

During their meeting in January 2018, the members of the TAG agreed that pilot projects should be conducted to evaluate the BP Toolkit and draw lessons for its implementation. During the last meeting of the TAG on the preparation of the BP Toolkit in February 2018, some of the BP Member States who are part of the TAG expressed their interest in conducting a pilot project. In consultation with UNESCAP, the RSO and UNHCR RBAP, it was concluded that Thailand should be among the first countries to test the BP Toolkit. This was based upon Thailand’s already well-functioning mainstream CR system, recent progress on CR, previous reforms of its legislative framework, and the use of information and communication technology (ICT). Moreover, the Thai government has declared its strong political will to strengthen CR, and to ensure that everyone living on Thai territory will have access to CR.

While Thailand piloted the BP Toolkit, Pakistan and Việt Nam expressed their keen interests in doing so as well. Considering the different situations, sizes, and types of ‘hard-to-reach’ groups, the geographical diversity, and the different legal frameworks, the RSO and UNHCR RBAP decided to support the conduct of pilot projects in these two countries. It is expected that the three pilot projects allow the RSO and UNHCR RBAP to gather solid evidence, concrete recommendations for the improvement of the BP Toolkit, and practice examples for other BP Member States.

The pilot in Thailand began in January 2019 with the formal appointment of the working group to assess CR for ‘hard-to-reach’ population groups, herein after called the ‘Working Group’. The pilot was expected to be completed within 14 months. Unfortunately, the process, especially field studies, was disrupted by the outbreak of the Covid-19 pandemic in early 2020. Nevertheless, Thailand completed the process of testing the relevance and applicability of the BP Toolkit by December 2020 with the production of a detailed report both in Thai and English versions.

The process of introducing the BP Toolkit in Pakistan began with the ‘Orientation Seminar and Consultation on Bali Process Civil Registration Assessment Toolkit for Vulnerable Groups’ held in Islamabad in August 2019 with the presence of two experts from the UNHCR RBAP⁸ to share the experience of piloting the BP Toolkit in Thailand. The actual implementation of the pilot project in Pakistan began in March 2020 with the organization of the first virtual Core Working Group (CWG) meeting to agree on a work plan for piloting as well as for the conduct of preliminary desk research.

Việt Nam signed up to pilot the BP Toolkit in January 2020. The actual piloting started in August 2020 by holding an Interagency Working Group (IWG) meeting. A preliminary desk research was conducted

⁷ Ibid, p.11 (note 1).

⁸ Dr. Sriprapha Petcharamesree, Senior Research Advisor, and Bongkot Napaumporn, UNHCR Protection Associate.

by a group of experts recruited by the Ministry of Justice. A work plan for the pilot project of the BP Toolkit was prepared for furthering the test.

Since the pilots in Pakistan and Việt Nam were launched right when the Covid-19 pandemic began to spread around the globe, meetings and field studies have been interrupted in both countries. The reports compiled from the two countries are thus essentially based on the desk review of literature and legislations, as well as a few workshops with limited data from the field. In Pakistan, online meetings and some field studies were organized to collect data. The research ‘on the ground’ was carried out in a more limited scale than originally planned. Field research in Việt Nam was conducted during the second half of 2021. Nevertheless, the preliminary review conducted by the teams in Pakistan and Việt Nam provides some initial information on the status of CR among ‘hard-to-reach’ population groups, including CR opportunities, gaps, and recommendations.

Table 1: Summary of the timeline of the Bali Process CR pilots in Thailand, Pakistan and Viet Nam

Country	Lead Agency	Pilot timeline
Thailand	Ministry of Interior (Bureau of Registration Administration, Department of Provincial Administration)	<p><u>Feb – Oct 2019</u></p> <ul style="list-style-type: none"> • Established an interagency Working Group • Organized Working Group Meetings • Conducted a preliminary desk research • Developed a work plan <p><u>Nov 2019 – Dec 2020</u></p> <ul style="list-style-type: none"> • Conducted a gap analysis • Conducted field visits and focus group discussions in Chiang Mai, Nonthaburi and Trat provinces • Facilitated reflection and review, among members of the Working Group <p><u>Jan – Jul 2021</u></p> <ul style="list-style-type: none"> • Finalized the final assessment report and submit the MOI for its endorsement
Pakistan	Ministry of Planning, Development and Special Initiatives (Technical Support Unit on CRVS)	<p><u>Mar – Apr 2020</u></p> <ul style="list-style-type: none"> • Organized the first virtual Core Working Group Meeting • Conducted a preliminary desk research • Developed a work plan <p><u>Jul 2020 – Aug 2021</u></p> <ul style="list-style-type: none"> • Conducted a gap analysis • Conducted field visits and focus group discussions in Islamabad, Karachi and Peshawar districts

Country	Lead Agency	Pilot timeline
		<ul style="list-style-type: none"> • Organized a virtual workshop with relevant stakeholders to share preliminary findings • Organized the second virtual Core Working Group Meeting • Finalized the final assessment report • Endorsed the assessment report <p><u>21 February 2022</u></p> <ul style="list-style-type: none"> • Organized the last virtual Core Working Group Meeting
Viet Nam	Ministry of Justice (Department of Civil Registration, Nationality, and Authentication)	<p><u>Aug – Dec 2020</u></p> <ul style="list-style-type: none"> • Organized Interagency Working Group Meetings • Conducted a preliminary desk research • Organized a workshop introducing the Toolkit and evaluate the applicability of the Toolkit in Viet Nam • Developed a work plan <p><u>Jun – Dec 2021</u></p> <ul style="list-style-type: none"> • Conducted field visits and focus group discussions in Lai Chau, Thua Thien Hue and Dak Lak provinces <p><u>28 December 2021</u></p> <ul style="list-style-type: none"> • Organized a workshop on the Toolkit (with 180 participants from 10 provinces) • Finalize the final assessment report

(Prepared by Bongkot Napaumporn, UNHCR RBAP)

The pilot in Thailand has been completed. The final report prepared by the Working Group was submitted to the concerned government authorities.

The pilot in Pakistan has also been completed. The CWG last met virtually on 21 February 2022. It was confirmed during the meeting that the competent national authorities endorsed the report.

With regards to the pilot in Việt Nam, field studies in areas identified by the IWG were conducted in 2021, and a final report is being prepared.⁹

As can be seen from the table above, the lead agency in the three countries varies: In Thailand, it has been the Ministry of Interior (MOI); in Pakistan, the Ministry of Planning, Development and Special Initiatives; in Việt Nam, the Ministry of Justice. This variety may, in a way, reflect the different concepts

⁹ E-mail from Nantanee Jedsadachaiyut, UNHCR MCO Thailand, dated on 14 January 2022, on file with the author.

behind the CR system in each country. The central entity directly responsible for CR also varies. In Thailand, it is the Bureau of Registration Administration (BORA); in Việt Nam, the Department of Civil Registration, Nationality, and Authentication; in Pakistan, the Technical Support Unit on CRVS. The latter has responsibility to ensure the implementation of the ‘National Policy to Revamp and Reform Civil Registration of Vital Events and Ensuing Vital Statistics System in Pakistan’.

It is worth noting that all three countries apply some common strategies, including field studies, interagency working groups, the deployment of experts for desk research, and the development of work plans. However, the composition of the interagency working groups is slightly different. Pakistan and Thailand include civil society representatives. The participation of international organizations and the inclusion of local government representatives in the working groups seem to be most intensive in Pakistan. In Thailand, field-based civil society organizations proved to be instrumental in supporting local authorities to reach out to marginalized groups and thus were complimentary to government efforts.

3. Analysis of hard-to-reach population groups, legal frameworks for CR, challenges, and gaps in the pilot countries

This section provides an overview of targeted population groups identified by Pakistan, Thailand, and Việt Nam. It also highlights the legal frameworks for CR in the three countries, as well as their challenges and gaps.

Population groups identified as to ‘hard-to-reach’.

Table 2: Identified hard-to-reach population groups in Thailand, Pakistan and Viet Nam

Country	Targeted populations	Identified hard-to-reach populations
Thailand	<ul style="list-style-type: none"> • Unregistered stateless foundlings and homeless/destitute persons • Undocumented students who are studying in Thai schools with ‘G’ ID number • Undocumented stateless persons or persons of undetermined nationality from ethnic communities. 	<ul style="list-style-type: none"> • Refugees and asylum seekers living in the temporary shelters along the Thai-Myanmar border • urban refugees/asylum seekers
Pakistan	<ul style="list-style-type: none"> • Afghan refugees holding Proof of Registration (PoR) cards (1.43 million) • UNHCR RBAP Mandate recognized refugees (Afghans and Non-Afghans) (5,172) 	<ul style="list-style-type: none"> • Holders of Afghan Citizen Card (ACC) (879,198) • Undocumented Afghans (300-500,000) • Abandoned children who lack any identity document

Country	Targeted populations	Identified hard-to-reach populations
	<ul style="list-style-type: none"> • Stateless population (ethnic Bihari, Bengali and Rohingya)(3 million approximately) • Asylum seekers (Afghans and Non-Afghans)(10,190) 	
Viet Nam	<ul style="list-style-type: none"> • Stateless persons from Cambodia, Laos and China living along the borders • Former Vietnamese women marrying foreigners • Undocumented migrants and their children • Ethnic minorities in mountainous areas • Abandoned children • Children of undetermined nationality born to a Vietnamese and foreign national 	

(Prepared by Bongkot Napaumporn, UNHCR RBAP)

The BP Toolkit focuses on ‘hard-to-reach’ groups. These groups differ from country to country, as do the target population groups identified by the respective interagency working groups in the three pilot countries. Pakistan limits the scope of study to ‘hard-to-reach’ populations defined by the BP Toolkit, meaning refugees, asylum seekers, stateless persons, and persons of undetermined nationality. Refugees in Pakistan include Afghan Refugees who are registered with the Government of Pakistan (GoP)¹⁰ and other Afghan and non-Afghan refugees who are recognized by UNHCR RBAP. Asylum seekers are defined as persons who have been registered as such by UNHCR RBAP under its mandate. In the context of statelessness, Pakistan covered around 3.5 million persons who are stateless, at-risk of statelessness, or of undetermined nationality.¹¹ The Thai Working Group concluded that the targets included 3 groups, namely students with ‘G’ ID numbers¹² who are not yet registered in the CR system or whose legal status and nationality is still undetermined; abandoned children (foundlings) and homeless/destitute persons¹³; and stateless ethnic minorities living in border areas.¹⁴

¹⁰ Issued by the National Database and Registration Authority (NADRA).

¹¹ Comprised of those from the ethnic Bihari, Bengali and Rohingya communities.

¹² A temporary ID number provided by schools, in addition to the student ID number.

¹³ Under the care of the Department of Social Development and Welfare and the Department of Children and Youth, Ministry of Social Development and Human Security

¹⁴ Including those who have already been registered in the civil registration system, but are pending status determination, and groups that are still unregistered. Both groups are under the responsibility of the Department of Provincial Administration.

Việt Nam identifies three different categories covering five groups and subgroups as target for testing the BP Toolkit. The three categories include stateless persons, persons of undetermined nationality, and other cases. Each of these categories is divided into various sub-groups:¹⁵

- a) **Stateless persons**. This category includes remaining refugees from Cambodia who came during the period between 1976 to 1989 and are now living in the Southern provinces with their descendants who were not registered; migrants (mainly H'Mong) from Lao PDR who have lived in 10 provinces in Việt Nam for generations; migrants from China living in Northern border provinces; and certain Vietnamese women who married foreigners and renounced their Vietnamese nationality without having acquired any other citizenship.
- b) **Persons of undetermined nationality**. They are not considered as stateless persons but are at risk of statelessness. This group covers migrants from Cambodia who fully integrated into Vietnamese society, but do not have legal documentation to prove their legal status; second generations migrants who live in Việt Nam without any legal documents and not eligible for Vietnamese nationality; and children of the first two groups who are not registered in the CR system.
- c) **Other cases** include ethnic minorities living in remote areas with no access to legal documentation; Vietnamese who lost their ID papers and unable to prove their identity; children in special circumstances, including abandoned children; and children born of Vietnamese women and foreigners whose births were not registered anywhere; and Vietnamese who do not have any legal documents.

The decision to focus on particular population groups reflects national choices and policies vis-à-vis 'hard-to-reach' populations. For Pakistan, it was clear that despite the recognition of "the importance of registration of all the vulnerable populations [...], the assessment should be implemented in line with the relevant laws and regulations, especially polices related to refugees, stateless persons and others".¹⁶ It was emphasized by the representative of the Director (HR & HA), Ministry of Foreign Affairs (MoFA) that "the final report should not refer to international conventions, which Pakistan was not a signatory or had not ratified. He also underscored the necessity of the modification of the Bali Process Toolkit to fit Pakistan's context".¹⁷

In Thailand, the "inclusion of refugees and asylum seekers living in the temporary shelters along the Thai-Myanmar border, as well as urban refugees/asylum seekers was also discussed by the Working Group. For the pilot project, it was agreed that these groups should not be included due to the fact that refugees and asylum seekers are not formally recognized in Thailand, a non-party to the 1951 Convention relating to the Status of Refugees. According to BORA, those who are residing in temporary shelters were already registered by UNHCR RBAP and are in the process of repatriation to their country of origin".¹⁸

¹⁵ Report on the result of research: Assessment of the situation of civil registration and management for the vulnerable and marginalized groups – Pilot of the Bali process CR Toolkit prepared by the Expert Group, Việt Nam.

¹⁶ Minutes of the 1st CWG meeting on Civil Registration Assessment as per the Bali Process Toolkit of Vulnerable / Marginalized Population in Three Pilot Districts of Islamabad, Peshawar and Karachi South, 11 September 2020 (via Zoom platform).

¹⁷ Ibid.

¹⁸ Thailand's Working Group to Assess Civil Registration for Hard-to-Reach Populations, Thailand Country Report: Pilot Project for the Bali Process Civil Registration Assessment Toolkit, Bangkok, Thailand, December 2020, p.14.

In the case of Việt Nam, the choice of targets has been considered relatively simply because “Việt Nam does not have specific laws governing these groups of people. The legal system is enacted to apply uniformly to all individuals living in the territory of Việt Nam”.¹⁹ It was noted, though that “in reality, there may be other populations (vulnerable and marginalized populations) but not yet included in any group”.²⁰

Legal frameworks for CR in Pakistan, Thailand, and Việt Nam

The three country reports reveal that access to CR is guaranteed by law. Legal bases can be found in international human rights treaties to which Pakistan, Thailand and Việt Nam are State Parties. In addition, there is domestic legislation.

In Pakistan, there are several laws both at Federal and Provincial level dealing with the CR. Among the key legal provisions is the National Database & Registration Authority (NADRA) ordinance 2000. This Ordinance provides for certain registrations by the Civil Registration Management System (CRMS) of some other classes of citizens and non-citizens having an origin in Pakistan but currently living out of the country, and of the foreigners currently residing in Pakistan, both legally and illegally.²¹ NADRA also issues National Identity Cards to Pakistani citizens, including child registration certificates. However, from the report, it is not clear whether the 13-digit identification number is granted to non-citizens living in Pakistan. In addition, NADRA, by the Statutory Regulation Order (S.R.O) 247(I)/2021, will resume the function of alien registration. This may mean that there is a separate system of registration performed in Pakistan, one for citizens and another for non-citizens.

In Thailand, the first law on CR was enacted in 1956. The Civil Registration Act B.E. 2499(1956) was enforced nationwide. The 1956 Act also included an obligation to report the birth of abandoned children. In 1972, some provisions of the 1956 Civil Registration Act were amended by Revolutionary Order No. 234. During the application of the 1956 Act, including after its amendment by the Revolutionary Order, Thai nationality was never a condition of registration, nor was it used to exclude some groups from birth, death, and household registration. After over 35 years of enforcement, the 1956 Civil Registration Act was deemed to be outdated and unable to address the changing situation of the population in Thailand. It was therefore repealed, and a new Civil Registration Act was enacted in 1991. Since 1991, the Civil Registration Act B.E. 2534 (1991) has been amended twice, in 2008 and 2019, and is still in force today. Thailand’s Civil Registration Act of 1991 amended in 2008 and 2019 governs the registration of civil events of all inhabitants residing in Thailand regardless of their legal status.

Việt Nam applies several laws for the registration of different civil acts. The Law on Civil Status of 15 November 2015²² and Circular No. 04/2020/TT-BTP dated 28 May 2020 are used for some civil events. The Decree No. 126/2014/ ND-CP dated 31 December 2014 of the Government details a number of articles and measures to implement the Law on Marriage and Family. The Decree No. 87/2020/ND-CP

¹⁹ Report on the result of research: Assessment of the situation of civil registration and management for the vulnerable and marginalized groups – Pilot of the Bali process CR Toolkit prepared by the Expert Group, Việt Nam, p.17.

²⁰ Ibid.

²¹ The Final Report on Civil Registration Assessment of the Vulnerable Population Groups of Refugees, Asylum Seekers, Stateless Persons and Persons of Undetermined Nationality, Pakistan.

²² Decree No.123/2015/ND-CP dated November 15, 2015, Việt Nam report

dated 28 July 2020 provides the legal basis for an electronic civil status database, as well as online CR. According to the report prepared by the Vietnamese Expert Group, the current legislation has no specific provisions for the registration of civil acts of vulnerable and marginalized groups. It can be interpreted that “in principle, the law of Việt Nam is generally applied to all residents of the territory of Việt Nam”.²³ It should be noted, though, that legal documents are required for the registration of all civil events in Việt Nam.

Challenges and gaps

There is no evident discrimination in the laws governing CR in the three pilot countries. However, in Việt Nam access to CR is conditioned on having a “legal status”. In Pakistan, legal status is not explicitly stipulated as a condition for CR, but the requirement of having legal identity documentation (ID or passport) prevents many people in the country to register their civil events. Additional reasons encumber the access to CR of hard-to-reach population: In Pakistan, on top of the three groups targeted by the study, an estimated number of 300-500,000 undocumented Afghans living in the country seem to be “completely void of any documentation and thus have no recourse to any civil registration”.²⁴ In Việt Nam, undocumented migrants from neighboring countries, some ethnic minorities, Vietnamese women who married a foreigner and denounced their Vietnamese nationality, stateless persons, and persons of undetermined nationality are still excluded from the CR.²⁵ Even Thailand, the only country in Southeast Asia where legality of the status and stay of non-nationals is not required for CR (birth registration in particular), approximately 90,000 children enrolled in Thai schools and Learning Centers do not have birth registration. In fact, in the three countries under study, the prevalence of non-registration is high among ‘hard-to-reach’ groups, including ethnic minorities, migrant workers, refugees, asylum-seekers, persons of undetermined nationality, and stateless persons.²⁶

Among ‘hard-to-reach’ population groups, the awareness of the importance of CR is low and sometimes shaped by misperceptions. Geographical and practical barriers as well as cultural beliefs and traditional practices are identified among the key challenges. Many individuals among ‘hard-to-reach’ groups, particularly ethnic minorities, stateless persons, refugees, asylum-seekers, and migrant workers do not have a clear understanding of CR and are not aware that birth registration could be performed despite their legal status (Thailand). Geographical and practical barriers add to the lack of understanding. The remoteness and lack of (affordable) public transport prevent many from getting the birth of their children registered. This is especially challenging for those births which occur outside health facilities (Thailand and Việt Nam). In both countries, the presence of diverse ethnic groups and sub-groups, each with own their culture and local language, hampers universal access to CR. Language issues constitute a barrier for ‘hard-to-reach’ groups and prevent them from registering the births of their children. In addition, access to birth registration is particularly difficult for low-income groups, especially homeless people.

²³ Assessment of the situation of the civil registration and management for the vulnerable and marginalized groups by piloting the Bali Toolkit’, 2021.

²⁴ The Final Report on Civil Registration Assessment of the Vulnerable Population Groups of Refugees, Asylum Seekers, Stateless Persons and Persons of Undetermined Nationality, Pakistan.

²⁵ Dr. Tran That, Nguyen Van Toan and Hoang Thi Thuy Hang.

²⁶ The Working Group (2021). Thailand country report: Pilot project for the Bali Process civil registration assessment toolkit.

Service providers may be reluctant to provide CR, including birth registration, when they perceive the stay of the concerned persons in the country to be illegal. In all three countries, the existing procedure and many required documents caused problems in accessing CR. The lack of resources and capacity, especially at the local level, exacerbate already heavy burdens on local officials. In Pakistan, a separate system seems to be applied to non-nationals. In addition, many local officials are unable to communicate with ethnic minorities/migrants due to language barriers. It is important to emphasize that one of the problems found in different countries regarding the birth registration of ‘hard-to-reach’ groups, especially ethnic minorities and migrants, is ‘incorrect registration’, which often becomes the initial barrier for the correct registration and later documentation of an individual. Among the most frequent of these ‘incorrect registration’ errors are incorrect dates of birth and spelling errors in names due to the difficulty of understanding the names and minority phonetics on the part of the registrars.

4. The practical application of the BP Toolkit: methods, processes, multi-stakeholder collaboration, outcomes, and impacts

In the three pilot countries, the BP Toolkit has been tested in the stages of planning, assessment and reporting. This section covers different dimensions of the application of the BP Toolkit identified during the pilot project, including methods, processes, multi-stakeholder collaboration outcomes, and impacts.

Methods

The BP Toolkit contains a compilation of methods or ‘tools’, from which national stakeholders can pick and choose whatever they think is suitable and relevant to assess CR inequalities in their specific national context. The BP Toolkit also includes general principles for conducting CR inequality assessments. For instance, CR inequality assessments should be government-driven, rely upon collaboration among a broad range of stakeholders (including civil society organizations), and remain flexible. The pilot in Pakistan strictly applied the BP Toolkit to assess the CR of ‘hard-to-reach’ groups. The target groups in Thailand and Việt Nam were not only ‘hard-to-reach’ population groups as intended by the BP Toolkit. Tool H of the BP Toolkit, the questionnaire, was used by the Working Group in Thailand as a guideline, as well as for conducting the meetings and discussions within the Working Group itself and with other stakeholders, including individuals from ‘hard-to-reach’ population groups. It was not clear if and how Tool H was used in Pakistan. It seems that Tool H was used in Việt Nam to conduct a preliminary assessment of the law and to analyze the situation of ‘hard-to-reach’ population groups. Further tools in the kit suggest that data collection methods through meetings, small group discussions, field research, interviews. They can be used by each stakeholder for their self-assessment. All three countries have followed essentially the methods envisaged in the BP Toolkit. The methodological part of the BP Toolkit therefore is considered to be appropriate and sufficiently detailed. In any case, it is fair to conclude that the BP Toolkit allows a high level of flexibility and adaptability. The application of this BP Toolkit will depend on the users.

Processes

The processes included in the BP Toolkit have a strong emphasis on promoting ownership, participation, and engagement. These processes create a space to review existing laws and regulations, organizational structures, real situations, and existing practices. They also provide an opportunity for self-reflection to government stakeholders. This process adds values to the creation of a space for collective learning. The process of site study visits and consultations with those experiencing numerous challenges and obstacles of certain groups leads to a deeper understanding of the necessity for collaboration and network-building to address existing challenges.

What became clear in the implementation of the pilot project in Thailand was the important role of the external consultant in steering the collective learning process among stakeholders. The emphasis on open discussions, analysis of information, and exchange among different agencies was instrumental. The roles of the (external) consultant in Pakistan and the expert group in Việt Nam were not described in the reports except for their contribution to the desk reviews.

Multi-stakeholder collaboration

The regular and continuous meetings of the Working Group (Thailand), Inter-agency Group (Việt Nam), Core Group (Pakistan), and the field workers (Thailand and Pakistan) with local officers on the ground, both from governmental and non-governmental organizations, helped to build familiarity and facilitate collaboration at the organizational level. More importantly, representatives from the relevant agencies realized that the completeness and effectiveness of the CR system does not rely solely on laws and regulations, but rather depends on strong collaboration among all sectors. Furthermore, the pilot projects highlight the importance of building collaboration between relevant stakeholders at the national level and local level. Multi-layer and inter-agency cooperation are clearly needed.

Outcomes

The three pilots of the BP Toolkit have contributed to identify challenges and gaps. In Thailand, good practices were equally identified in the process. The country reports reveal that access to CR for vulnerable and disadvantaged groups ranged from open (Thailand) to 'not so open' (Pakistan and Việt Nam). The reports seem to confirm that 'hard-to-reach' population groups identified by each country are facing barriers to access CR. For the service providers, their self- assessment identified some common barriers in legal and regulatory frameworks (Pakistan and Việt Nam) and capacity issue of local registrars (all three countries). Regarding the beneficiaries of CR services, their limited awareness, geographical barriers, and a lack of legal status seem to be common challenges of hard-to-reach groups in all three countries. People are being denied access to CR because of their legal status and because of who they are (Pakistan and Việt Nam). The pilots also suggest that whilst 'hard-to-reach' population groups may have difficulties accessing birth registration, their access to registering other vital events may be at least equally impeded.

The outcomes can be categorized into two levels: pilot project level and systematic level, as follows:

Pilot Project Level: The three pilot projects helped to understand the problems of beneficiaries, including 'hard-to-reach' and undocumented population groups. They also

identified practical challenges. Moreover, the self-assessment shows that design and application of the tools, methods, and procedures must be adapted and responsive to the contexts and situation of each area or country. The BP Toolkit can be applied for self-assessment at both national policy level and ground level.

Systematic Level: The BP Toolkit has been applied for reviewing and analyzing the completeness, efficiency, challenges, and gaps of the CR system in Thailand, Pakistan and Việt Nam. This application has illustrated some of the systemic or structural problems. In Thailand, it seems that policies and legal frameworks regarding CR have been adjusted and amended on a regular basis in order to keep up with the rapidly changing migration and demographic situations. However, it is not clear if this is also the case in Pakistan and Việt Nam. Another challenge is the lack of detailed guidelines for the interpretation and application of legal frameworks if the beneficiaries of CR services are non-citizens, in particular non-citizens with a legal residence status.

Impacts

At this stage, the impacts of the application of the BP Toolkit at a structural level is rather promising. In the report by Pakistan, it has been suggested that the Ministry of Planning, Development and Special Initiatives (MoPDSI) would be implementing the Phase III (of the pilot) which includes, among others, the formulation of operational guidelines/standard operating procedures for the registration of the vulnerable groups, based on the outcome of the assessment.²⁷ The Việt Nam report recommends to enact a specific law, or at least, prepare guidelines and clear instruction for CR of vulnerable and marginalized groups.

At the field level, in Thailand, some longstanding unresolved issues have been addressed, such as finding a solution for the issue of undocumented children/students with 'G' ID numbers under the Ministry of Education registration in Thailand. The MOI committed to include these students into the national CR system. While a comparable impact has not yet been observed in Pakistan and Việt Nam, Việt Nam authorities have committed themselves to fully integrate identified 'hard-to-reach' groups into the mainstream CR system.

The experience of the pilot projects suggests that applying the BP Toolkit can lead to changes in law and policy and thus, in the long term, contribute to resolving problems for those who are unable to access national mainstream CR systems.

²⁷ The Final Report on Civil Registration Assessment of the Vulnerable Population Groups of Refugees, Asylum Seekers, Stateless Persons and Persons of Undetermined Nationality, Pakistan, August 2021.

5. Opportunities, key lessons learned, good practices identified through the BP Toolkit pilot projects

Opportunities

1. **Policy and legal opportunities**. Thailand has one of the most open CR systems which does not require a legal residence status of inhabitants living on Thai soil to register their civil events. In addition, Thailand has made commitments at the international level, such as its pledges at the UNHCR RBAP High Level Segment on Statelessness in 2019. The commitments include to enhance the effectiveness of the systems to facilitate stateless persons' access to civil registration services; and to enhance partnership among all sectors of society to raise awareness of the roles, duties, rights, and processes regarding birth and civil registration of stateless persons, especially among 'hard-to-reach' populations.

Pakistan developed the "National Policy to Revamp and Reform Civil Registration of Vital Events and Ensuing Vital Statistics System in Pakistan" that ensures access to birth registration for all children born in the country".²⁸ The NADRA Ordinance could be used to benefit the 'hard-to-reach' populations as well.

In the case of Việt Nam, the National Action Program Plan on Civil Registration and Vital Statistics for the period of 2017 to 2024 can benefit vulnerable and marginalized groups, including a group of children whose parents are Vietnamese citizens but who have not been registered at birth, and 'illegal migrants' who are victims of people smuggling, trafficking in persons, and related transnational crime.

2. **Inter-agency coordination**. The setting up of the 'Working Group', 'Core Working Group' and the 'Inter-Agency Working Group' by Thailand, Pakistan and Việt Nam respectively opens space for relevant agencies to share and exchange information. Better coordination among these agencies facilitates better access to CR for 'hard-to-reach' groups.
3. **Gaps identified**. Gaps in legislation, policies and practices were identified in all pilot countries at both national and local levels. Knowing and recognizing gaps will lead to improved strategies for addressing existing shortcomings in the area of CR.

Key lessons learned

Whilst the reports prepared by Pakistan and Việt Nam have not (yet) identified key lessons learned, Thailand's report provides some key lessons learned and good practices:

1. It is crucial to continuously reform and improve CR system to be in line with international standards as well as to be responsive to the changing migration and population contexts.
2. The key element of the all-sector participatory approach is coordinated information exchange and collaboration among the different relevant agencies which have databases and missions

²⁸ The Final Report on Civil Registration Assessment of the Vulnerable Population Groups of Refugees, Asylum Seekers, Stateless Persons and Persons of Undetermined Nationality, Pakistan.

relating to the civil registration process. Therefore, participation of all relevant stakeholders, including civil society actors, is key to the process.

3. Strengthening the capacity, knowledge, and understanding of local authorities is crucial, including regular updates on evolving regulatory frameworks.
4. The emphasis on national ownership in the application of the BP Toolkit matters throughout the process. Applying the BP Toolkit is in itself an advantageous exercise as it provides an opportunity for genuine participation from all stakeholders. This kind of participatory process can lead to create a sense of ownership and the realization of the importance of the CR for all population groups residing in the country.

'Good practices'

Good Practices at Policy Level

1. The case of Thailand shows that policy and law have been regularly updated and amended to respond to changing situations.
2. Each country has a main agency primarily responsible for CR. At the same time, functional agencies play important roles in ensuring access to CR of all residing in the country. Space for participation and engagement from all stakeholders/sectors needs to be created and open. The inclusion of the academic sector as consultants and of civil society groups as members of the Working Group also contributed to the successful completion of the project.

Good Practices at Operational Level

1. Mobile units for CR and ID card services are a proactive implementation measure to expand and facilitate CR and ID card services to cover hard-to-reach populations.
2. Various entities, such as the Rights and Liberties Protection Department, the Ministry of Justice, and the Central Institute of Forensic Science, as well as relevant faculties at the universities in Thailand collaboratively assist ethnic groups who face problems around legal status. They also provide free-of-charge genetic verification tests as supporting evidence for the nationality verification process.
3. The MOI and BORA organize training and capacity building on knowledge and skills among officers at Shelters for the Destitute to be able to use the database system for verification of missing persons and unidentified bodies.

Good Practices of Inter-Agency Collaboration

1. A MoU between the Office of National Human Rights Commission, Chiang Mai Office of Provincial Administration, Faculty of Law, Chiang Mai University, and Legal Status Network Foundation was initiated on 5 June 2017. This MOU strengthens collaboration for addressing issues of legal status and rights in cases of revocation of personal information from the CR database and the suspending of CR in Chiang Mai province.
2. A MoU for Collaboration on Forensic Tests for Justice, Humanitarian and Social Assistance was concluded between the Department of Social Development and Welfare, the Ministry of Social Welfare and Human Security, and the Central Institute of Forensic Science, Ministry of Justice. It aims to better coordinate the solving of status issues in the CR system for population groups who fall within the remit of the Department of Social Development and Welfare,

namely, unidentified persons who are abandoned or homeless, those who cannot provide information on their identity, and street children. Forensic science can be applied for identity verification, tracing of relatives, and testing for genetic and blood relations in order to formulate protection plans for the beneficiaries.

3. The Ministry of Public Health, the Department of Provincial Administration of the Ministry of Interior, and the National Health Security Office (NHSO), in cooperation with the United Nations Children’s Fund (UNICEF), initiated the Birth Registration Development Project to ensure the rights of all children born in Thailand, including Thai and non-Thai children. Public hospitals throughout the country have been asked to participate in the monitoring of CR. Between 2011 to 2013, the project resulted in a decrease in the number of children whose births were not registered within 15 days. The Ministry of Public Health, the NHSO, and other relevant agencies are in the process of developing the registration system to further achieve the goal (set by UNESCAP) of achieving universal birth registration by 2024.

6. Recommendations to pilot countries, RSO and UNHCR RBAP

The three reports provide clear recommendations at policy and operation levels as follows:

a. Pakistan: Recommendations for Policy and Operational Considerations

- Ensure birth registration for all children born in the territory of Pakistan regardless of their legal status in line with the Convention on the Rights of Child (CRC) to which Pakistan is a State Party.
- Explicit legal provisions for the inclusion of vulnerable population groups to access CR may be considered when drafting federal law in accordance with the Bali Process Declaration on People Smuggling, Trafficking in Persons and Related Transnational Crime and in line with Pakistan’s obligations under the CRC and ICCPR.
- At the provincial and local levels, regulatory frameworks that adversely affect vulnerable population groups should be revised.
- The National Policy to Revamp and Reform Civil Registration of Vital Events and Ensuing Vital Statistics System in Pakistan aims to establish a one stop service system regarding CR at local government offices and started a pilot project to implement this system in the ICT as a model district. However, the model district does not provide any CR services for non-nationals nor those who are stateless, at-risk of statelessness, or of undetermined nationality, and inclusion of the vulnerable population groups should be considered.
- Capacity development, including on standard operating procedures and specifically on the inclusion of vulnerable groups, should be contemplated.

b. Thailand: Recommendations to the Thai Government

Policy Recommendations

- Barriers to CR should be further studied, in particular regarding displaced Thais who entered Thailand after the cut-off date appeared in the existing legislation; people fleeing from fighting who reside in the ‘temporary shelters’ and cannot be repatriated or return to their country of origin or be resettled in a third country; and urban refugees.
- The issuance of civil documents such as birth and marriage certificates in English (and Thai) should be considered.

Recommendation for Structural Reform

- Consider the reform of the CR institutional structure. The current BORA could be upgraded to become the ‘Department of National Registration Administration’. Such a reform would be commensurate with the important role of CR, as well as the increasing tasks resulting from the migration situation and regional cooperation. A study of the institutional structure of CR of other countries could be conducted to find a suitable model for Thailand.

Recommendations for Capacity Building

- Develop a training curriculum focused specifically on CR and related issues for registrars and officers dealing with such matters, as well as a plan for systematic and regular training programs which could be carried out in different forms.
- Develop an easy to understand manual on CR for local registrars, community leaders, and civil society groups who are supporting hard-to-reach populations. A digital bilingual manual should be also developed for beneficiaries. This will allow easy access and wider dissemination.
- Incorporate sessions on CR in the education curriculum, particularly at higher education institutions, highlighting the importance of civil registration as a basic right which everyone is entitled to.

Practical Recommendations

- Consider the application of digital technology in the CR system, such as registering birth or death via a mobile phone application platform.
- Conduct a study of the experiences of other countries to compare the advantages and disadvantages of such platforms.
- Open channels for appeals or consultations regarding CR, including the establishment of hotlines or centers at the local level.
- Campaign on CR among ‘hard-to-reach’ groups for them to better understand its importance. Producing media tools which are easy to access and comprehend is important.
- Produce concise but comprehensive guidelines with simple language and a flow chart which clearly indicates the steps to follow, a ‘how to’, and a checklist of the required supporting documents.

c. Việt Nam

- Continue to improve institutions in the field of CR, especially synchronize, unify, and ensure rights and interests of the vulnerable and marginalized groups.
- Improve institutions and policies in the field of nationality by studying and evaluating the nationality policy of Việt Nam; on that basis, proposing to amend and supplement the Law on Nationality in 2008.
- Increase flexible solutions in making known law, rights, obligations, and meaning of civil registration to the population at large.
- Produce training programs and guidance for civil servants working on CR at the grassroots level.
- Strengthen cross-sectorial coordination to effectively address issues of nationality and CR for vulnerable and marginalized groups.
- Accession to international convention on the reduction of statelessness.
- People's Committees of provinces and centrally-run cities should direct relevant agencies to be more active in CR matters, including awareness raising on CR.
- Continue to consolidate and improve the capacity of communal judicial-civil status servants, including retraining of civil servants working in civil status affairs, recruit judicial-civil status servants working on CR full-time at the commune level, wards and townships.

d. Recommendations on the BP Toolkit

Recommendations by Thailand

- The BP Toolkit contains extensive detail and is somewhat prescriptive. The positive aspect of this lies in the fact that the users can select elements according to their needs and national context. The details contained in the Toolkit provide everything that users may need without having to find other sources. However, the high level of detail may be negatively interpreted by some countries as being too instructive. This may lead to resistance to using the Toolkit. Refining the BP Toolkit and adjusting the language used, including adding introductory paragraphs about the use of the Toolkit, may be helpful (without having to review the details).
- Translation of the BP Toolkit: In Thailand, English is a serious barrier for many relevant agencies participating in the pilot project. Translation may be helpful. However, any translation, if necessary, should be based on the needs of each Member State of the Bali Process, and should be done on request only to ensure that the translation will be meaningfully used.
- Expanding cooperation to ASEAN. The assessment of national CR systems in ASEAN Member States was conducted by the ACWC without the BP Toolkit. Cooperation between the Bali Process RSO and Member States, UNHCR RBAP, and ACWC is encouraged to facilitate access to CR.
- Initiate/establish partnerships with National Human Rights Institutions, especially the national human rights commissions of Indonesia, Malaysia and the Philippines. Capitalizing on existing cooperation between these institutions to address the legal status of hard-to-reach groups in Sabah, Malaysia, offers a 'win-win' scenario.

Recommendations by Việt Nam

- Expand the definition of ‘hard-to-reach’ population groups to cover other groups than those defined by the CR Toolkit.
- Develop an additional Toolkit for other vulnerable and marginalized population groups.

e. General recommendations to move forward

Based on the study and analysis of the three pilot projects, it is recommended that relevant concerned authorities;

- Continue to provide technical support to Pakistan and Việt Nam to fully complete the self-assessment exercise.
- Organize peer learning with the three countries sharing their experiences in using the BP Toolkit to implement self-assessment.
- The Technical Advisory Group of national experts (from Bangladesh, Malaysia, Pakistan, the Philippines, Thailand) and UNHCR RBAP should be re-assembled to confirm the way forward.
- In 2022 and beyond, the BP Toolkit should be promoted in other fora, such as: UNESCAP, ASEAN (in particular ACWC, AICHR), sub-regional platforms of civil registrars, national human rights institutions, the WB, national UN LIA Task Forces/Working Groups, and within the framework of joint projects with UNICEF.
- The BP Toolkit should be re-branded as “Bali Process Toolkit for inclusive Civil Registration” to emphasize its applicability for assessments among all population groups, including majority populations in countries with uneven CR systems. Otherwise, no major revisions of the BP Toolkit are envisaged, except to consider the comments made by Thailand and Việt Nam.
- At this stage, no further pilot projects are envisaged. If countries want to use the BP Toolkit, this will no longer be branded as a pilot.
- The application of the BP Toolkit in Pakistan, Thailand and Việt Nam could possibly assist the three States to formulate action plans with a clear goals and targets, so that they can achieve their aims of “Getting Every One in the Picture” and “Leaving No One Behind”.
- The BP Toolkit will be useful if the process is aligned with the core principles of participation of all relevant stakeholders and government ownership.



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