



The United Nations Legal Identity Agenda

Fulfil the promise to Leave No One Behind

UNLIA Monthly Webinar Series No.5 (27 Sep 2023)

Population-based estimation and assessment of persons lacking official proof of legal identity

SDG 16.9 : Legal Identity For All, Including Birth Registration by 2030

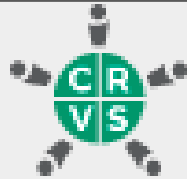


UN Legal Identity Agenda

Estimating the population lacking proof of Legal Identity: Data, Methods, Insights

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United Nations Population Fund

UN LIA Monthly Seminar
27 September, 2023



CENTRE OF EXCELLENCE
for CRVS Systems





Why is Legal Identity important for the 2030 Development Agenda?

Everyone has the right to be recognized as a person before the law

- Article 6, Universal Declaration of Human Rights
- Article 16, International Covenant on Civil and Political Rights



SDG Goal 16.9: By 2030, provide legal identity for all, including birth registration indicator 16.9.1 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age.



Indicator 17.19.2 Proportion of countries that (a) have conducted at least one population and housing census in last 10 years; and (b) have **achieved 100% birth registration and 80% death registration.**





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- Article 16, International Covenant on Civil and Political Rights



Goal 1: End poverty in all forms



Goal 3: Ensure healthy lives and promote well-being for all at all ages



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



LNOB Principle: reduce inequalities & vulnerabilities that undermine the potential of individuals and of humanity as a whole





2030 Agenda monitoring and reporting



Indicator 16.9.1:
Proportion of children under 5 years of age whose births have been registered with a civil authority, by age

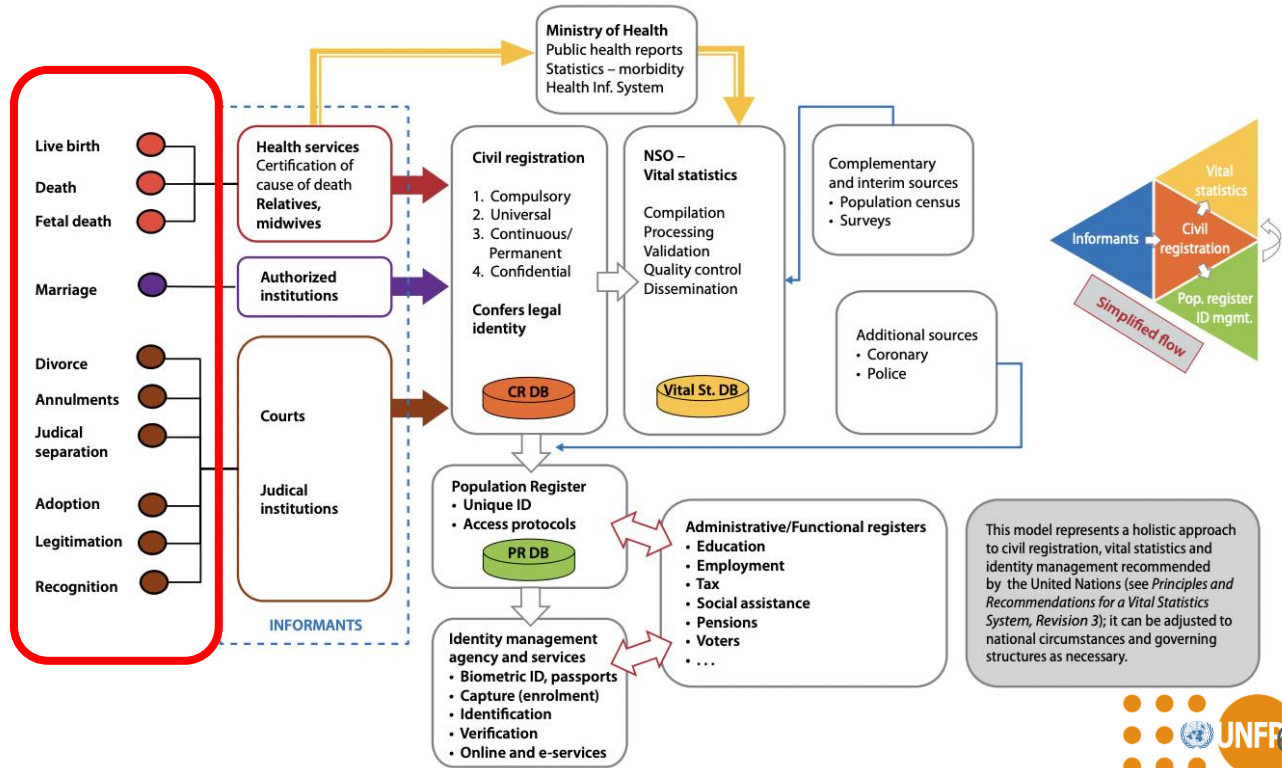


2030 Agenda monitoring and reporting



Indicator 16.9.1:
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Civil registration, vital statistics and identity management systems



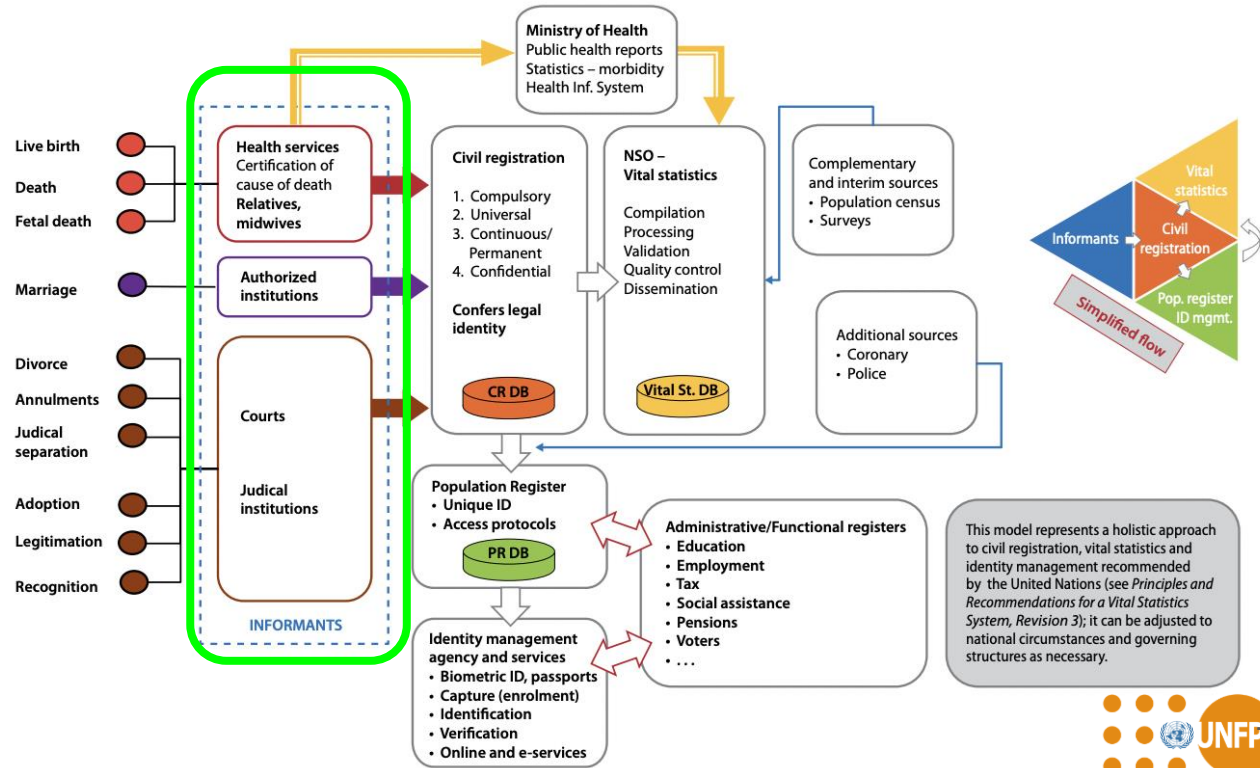


2030 Agenda monitoring and reporting



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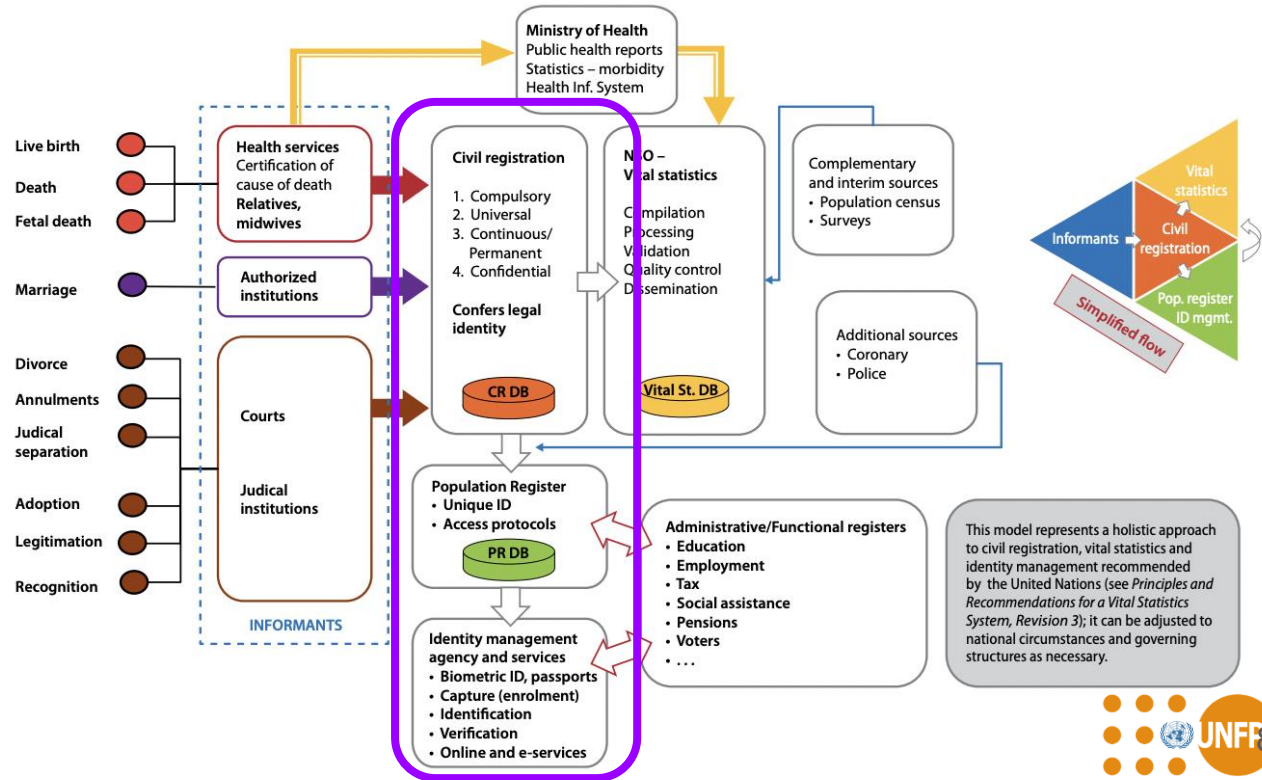


2030 Agenda monitoring and reporting



Indicator 16.9.1:
 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age

Civil registration, vital statistics and identity management systems



A photograph of a woman with dark hair, wearing a light green patterned shirt and a colorful headscarf, holding a baby wrapped in a patterned cloth. The background is blurred, suggesting an outdoor setting. On the left side of the image, there are decorative curved lines in blue and yellow.

How does one prove one's Legal Identity?

Proof of legal identity is defined as a credential, such as birth certificate, identity card or digital identity credential that is recognized as proof of legal identity under national law and in accordance with emerging international norms and principles.

- United Nations Legal Identity Agenda, 2020



Global identification challenge: Who are the estimated 850 million people without proof of legal identity?

Primarily people in lower-income countries and marginalized and vulnerable groups.

Most people without an ID live in low-income (LIC) and lower-middle-income (LMIC) economies in **Sub-Saharan Africa and South Asia.**

Over half the population without official identification are **children whose births have not been registered.**

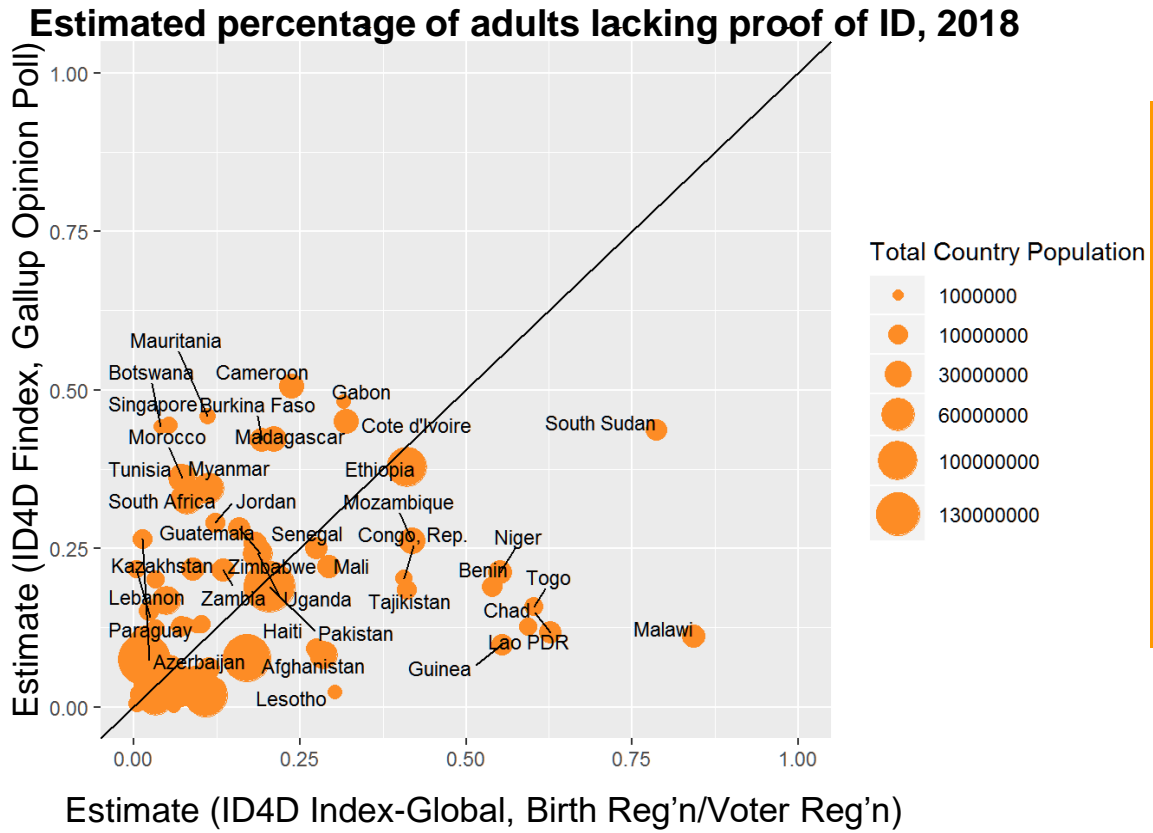


THE WORLD BANK
IBRD • IDA





How many people lack legal identity?



Notable Inconsistencies b/w WBG data sources and methods for some countries



Strategic Research Questions

1. What can we learn about proof of legal identity completeness from available census, survey + admin data?
2. How consistent are the census-based data/estimates with alternative data/estimates?
3. How can we harness available census/survey data to advance inequality analysis of proof of legal identity coverage?





Background

- Well-established methods and literature on completeness assessment of
 - birth and death registration data (Tools for Demographic Estimation, IUSSP & UNFPA, 2018)
 - Coverage of population registers (Series F, United Nations, 1969)
 - Coverage of population census (Sekar and Deming, 1949)
- More nascent literature on completeness assessment of “proof of legal identity”
 - Use of aggregate statistics by national authorities
 - Use of birth registration + opinion poll data (World Bank Group, 2023)₁₃



Background

Main mechanisms for obtaining proof of legal identity

- At Birth – via birth certification
- At age $\cong 16+$ - via National Registration Card/credential

Page 1 of 1, 1 Copy

Philippine Statistics Authority
Form No. 102
(Revised 1993)

REPUBLIC OF THE PHILIPPINES
CERTIFICATE OF LIVE BIRTH
(Fill out completely, accurately and legibly in ink or typewriter)

PROVINCE Metro Manila LOCAL CIVIL REGISTRY NO. _____
CITY / MUNICIPALITY Quezon City

1. NAME (First) _____ (Middle) _____ (Last) _____

2. SEX (Place 'X' on appropriate answer) _____ 3. DATE OF BIRTH (Day) _____ (Month) _____ (Year) _____
 1 Male 2 Female

4. PLACE OF BIRTH (Name of Hospital / Institution; if not in hospital, give street / barangay) _____ (City / Municipality) _____ (Province) _____

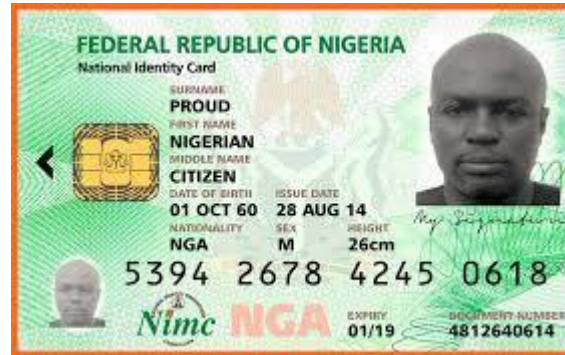
5a. TYPE OF BIRTH (Place 'X' on appropriate answer) _____ b. IF MULTIPLE BIRTH, CHILD WAS _____
 1 Single 2 Twin 3 Three or more 1 First 2 Second 3 Third, 4th, etc.

6. MAIDEN NAME (First) _____ (Middle) _____ (Last) _____ 7. NATIONALITY Phil 8. RELIGION RC

9. NAME (First) _____ (Middle) _____ (Last) _____ 10. NATIONALITY Phil 11. RELIGION RC

12. DATE AND PLACE OF MARRIAGE OF PARENTS (Impersonal; if not applicable, fill Affidavit of Acknowledgment at the back)

13. CERTIFICATE OF ATTENDANT AT BIRTH
I hereby certify that I attended the birth of the child who was born alive at 12:00AM on Jan on the date stated above.





Strategic Research Questions

- 1. What can we learn about the proof of legal identity completeness using available census, survey, and administrative data?**
2. How consistent are the census data/estimates with alternative data and estimates?
3. How can we harness available census/survey data to advance inequality/“LNOB” analysis of Legal Identity ?



17 PARTNERSHIPS FOR THE GOALS





Census/Survey-based assessment of Proof of Legal ID - children

Peru, 2007

Pakistan, 1998

Zambia, 2010

Myanmar, 2014

Not collected

Not collected

PARA TODAS LAS PERSONAS

4. ¿TIENE PARTIDA DE NACIMIENTO DEL REGISTRO CIVIL?

Sí 1 No 2

Ecuador, 2010

India, 2018

Not collected

DATOS DE POBLACIÓN

Para todas las personas

6.- ¿(...) está inscrito en el Registro Civil?

1 1 Sí

2 2 No

PERSONS LESS THAN 18 YEARS OLD

P24 Does (NAME) have a birth certificate?

Yes seen
Yes not seen
No
Don't know



Census/Survey-based assessment of Proof of Legal ID - adults

Peru, 2007

PARA PERSONAS DE 18 AÑOS Y MÁS DE EDAD

26. ¿TIENE DNI (DOCUMENTO NACIONAL DE IDENTIDAD)?

Sí..... 1 No..... 2

Ecuador, 2010

5.- ¿(....) tiene cédula de ciudadanía ecuatoriana?

1 1 Sí Pase a 7

2 2 No

6.- ¿(....) está inscrito en el Registro Civil?

1 1 Sí

2 2 No

Pakistan, 1998

FOR PERSONS 18 YEARS & ABOVE

N.I.C.

1. YES
2. NO

India, 2018

Question (English)

Do you have an Aadhaar card?

1. Don't Know
2. I Lost it
3. No
4. No Response
5. Yes

Zambia, 2010

PERSONS 16 YEARS+

P46 Do you have a Zambian Green National Registration card?		P47 Are you a registered voter?	
Yes	No	Yes	No
1 2	1 2	1 2	1 2
1 2	1 2	1 2	1 2

Myanmar, 2014

FOR ALL MEMBERS OF THE HOUSEHOLD

IDENTITY CARD

10. Type of identity card

Serial Number	1	2	3	4	5	6	7	8	9	10
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Citizenship Scrutiny Card (pink)
Associate Scrutiny Citizenship Card (blue)
Naturalised Scrutiny Citizenship Card (green)
National Registration Card (three fold card, green for men, pink for women)
Religious Card
Temporary Registration Card (white)
Foreign Registration Card (FRC)
Foreign Passport
None of the documents above
Child below 10 years

P&H Census

Household Survey



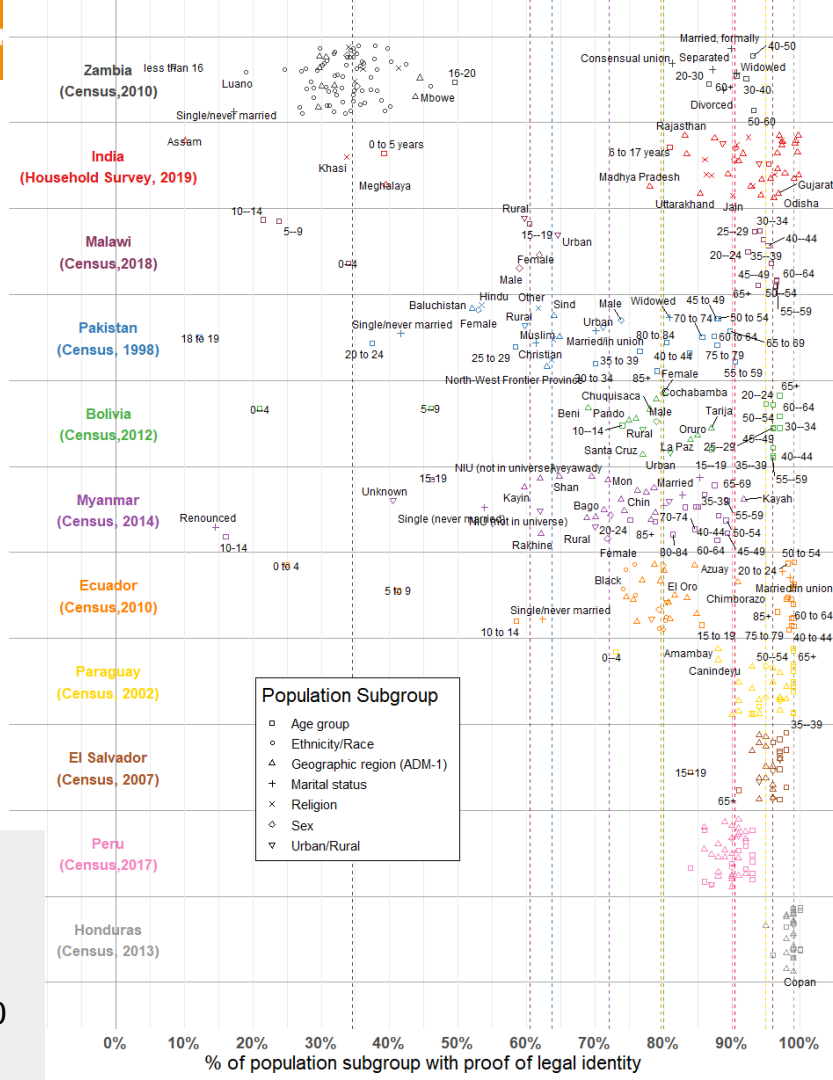
Census/Survey-based data on Proof of ID

#	Country	Region	Type	Year	Data Source	Reference Population			Covariates						Document
						Nationality	Enumerated Popn	Ages	Sex	Age	Geo Region	Urban /Rural	Ethnicity	Disability	
1	Bolivia	LAC	Census	2012	Summary Tabulations	Nationals	HH members	All ages	x	x	x	x	x		NID/BR
2	El Salvador	LAC	Census	2007	Summary Tabulations	Nationals	HH members	18+	x	x	x	x			NID
3	Ecuador	LAC	Census	2010	Summary Tabulations	Nationals	Dwelling occupants the previous night	All ages	x	x	x		x		Citizenship document/ CR
4	Honduras	LAC	Census	2013	Summary Tabulations	Nationals	HH members	All ages	x	x	x	x	x		ID
5	India	APR	Survey	2019	State of Aadhar		HH members	All ages	x	x	x	x	x		ID
			Survey	2015-16	DHS/NHS	All	HH members	0-4	x	x	x	x	x		BC/BR
6	Malawi	ESA	Census	2018	NSO - 10% microsample		HH members	All ages	x	x	x	x			NID/BC
7	Myanmar	APR	Survey	2009-10	MICS	All	HH members	0-4	x	x	x	x			BC/BR
			Survey	2015-16	DHS	All	HH members	0-4	x	x	x	x			BC/BR
			Census	2014	10% microsample	Nationals	HH members	10+	x	x	x	x	x	x	NID
	Pakistan	APR	Census	1998	NSO		HH members	18+	x	x	x	x			NID



Percent of population with proof of legal identity, various countries, 1998-2019

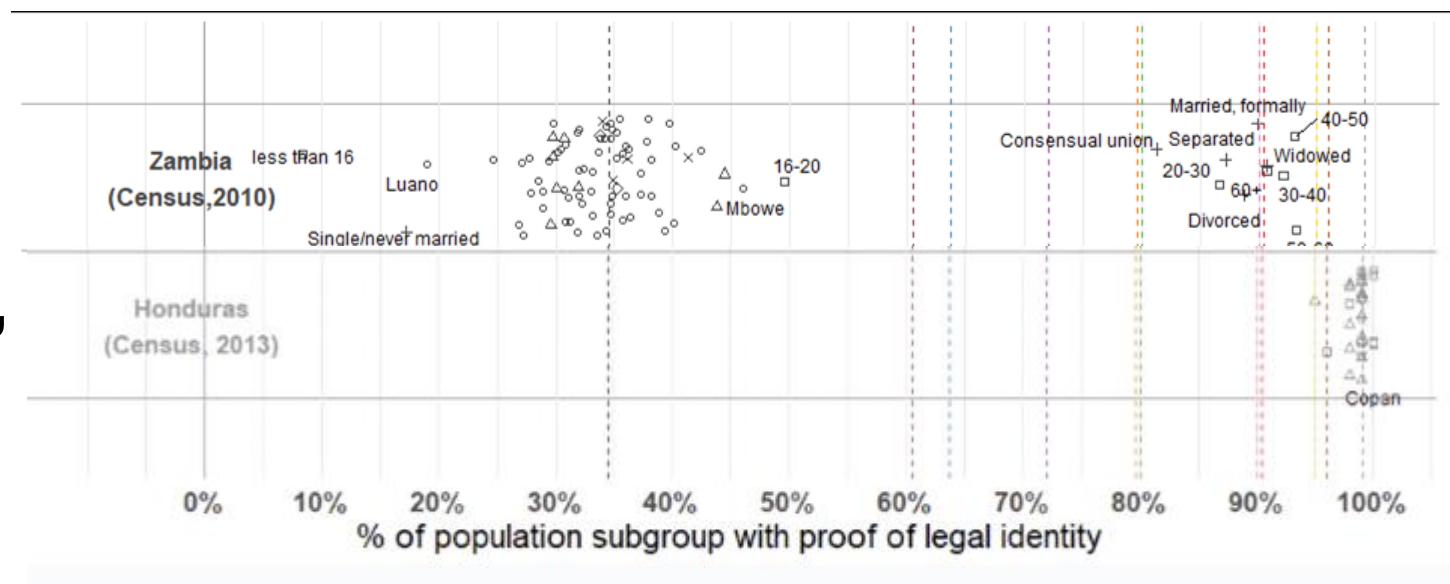
Estimates for El Salvador, Peru and Pakistan do not include the population aged <18 years.
 Estimates for Myanmar do not include the population aged < 10 years.



- Age is the most important determinant of proof of legal identity
- observe delays in obtaining proof of legal identity
- Marital status is an important determinant of populations left behind in terms of legal ID
- Geography matters in India, Zambia, Pakistan, Bolivia and Myanmar
- Ethnicity and religion matter in Myanmar, Pakistan, India



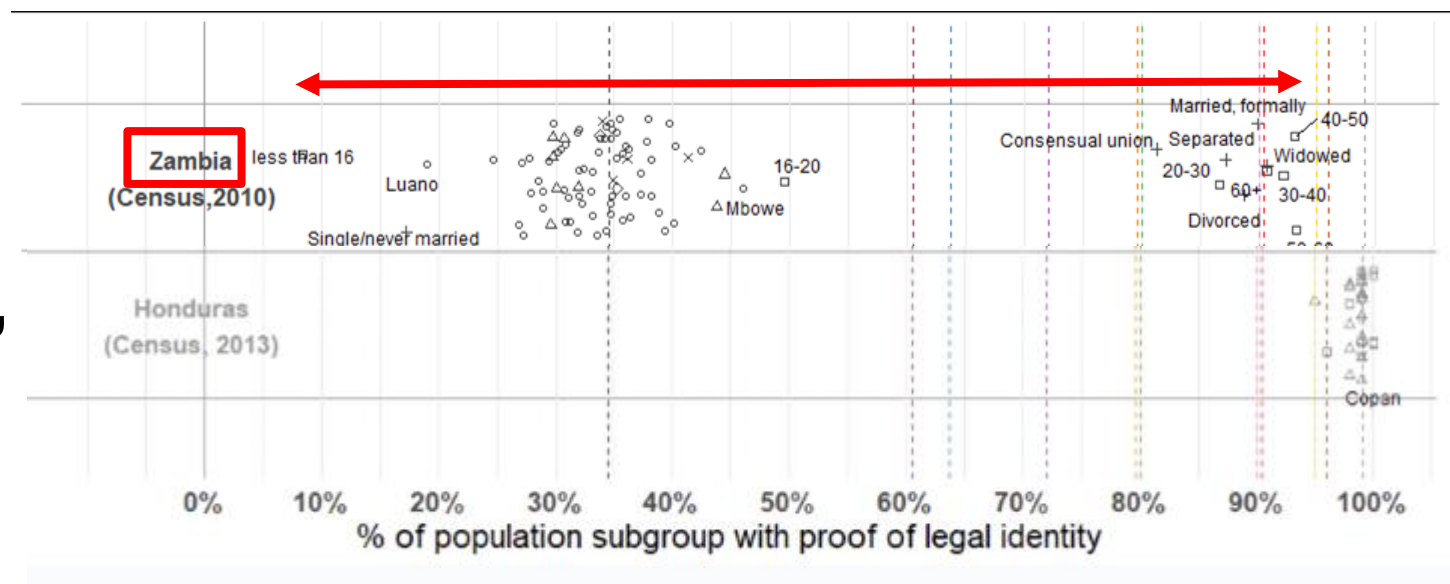
Percent of population with proof of legal identity, various countries, 1998-2019



- Population Subgroup**
- Age group
 - Ethnicity/Race
 - △ Geographic region (ADM-1)
 - + Marital status
 - × Religion
 - ◇ Sex
 - ▽ Urban/Rural



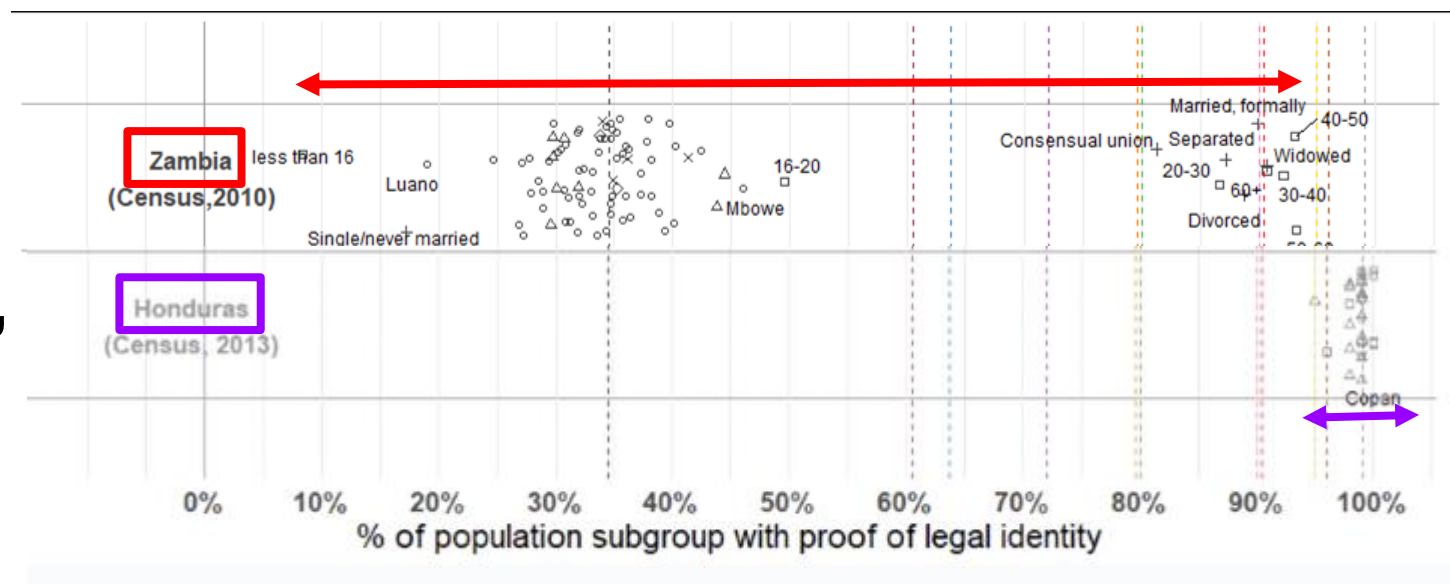
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Percent of population with proof of legal identity, various countries, 1998-2019

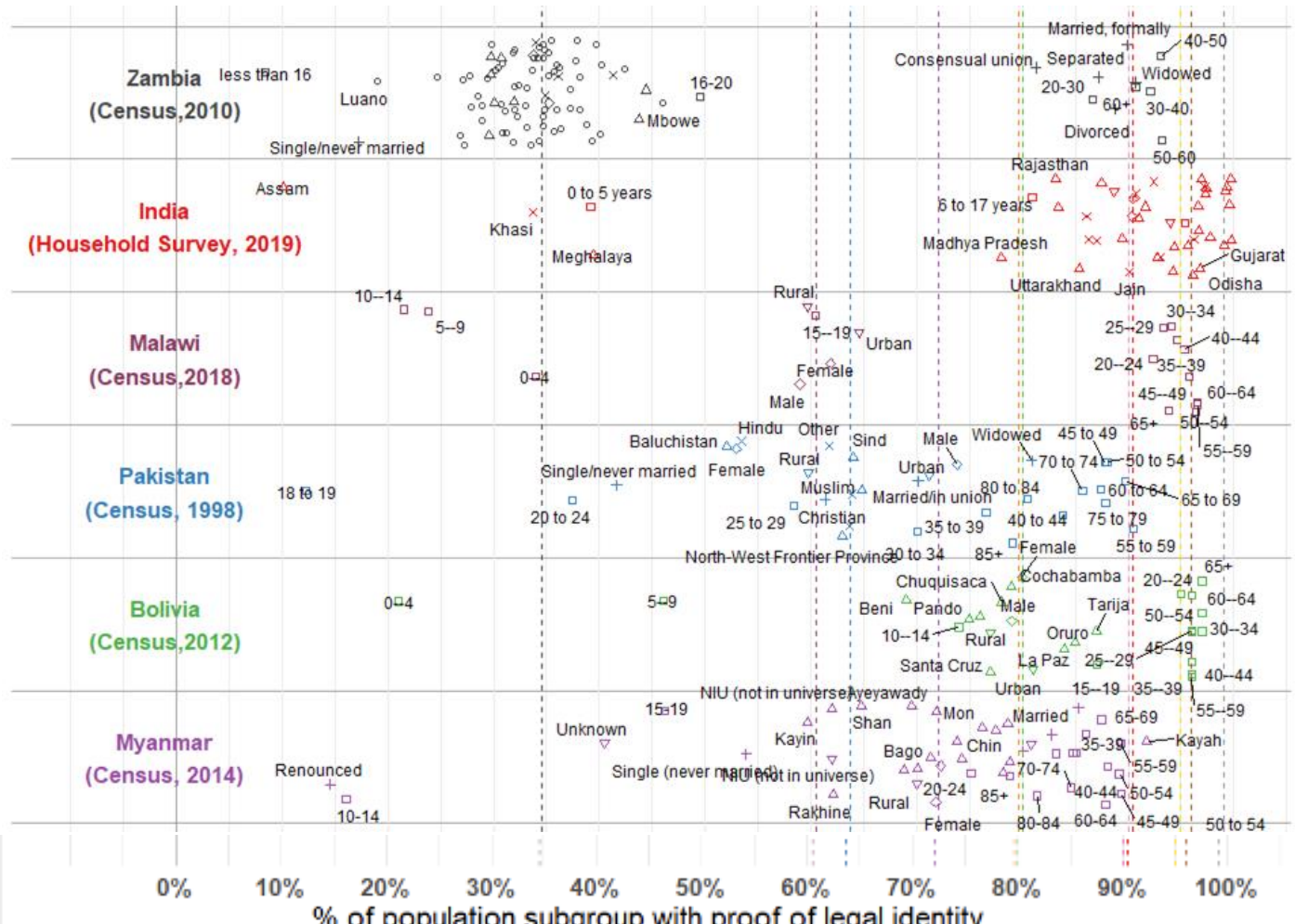


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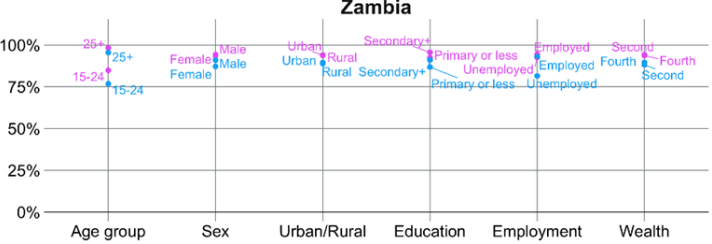
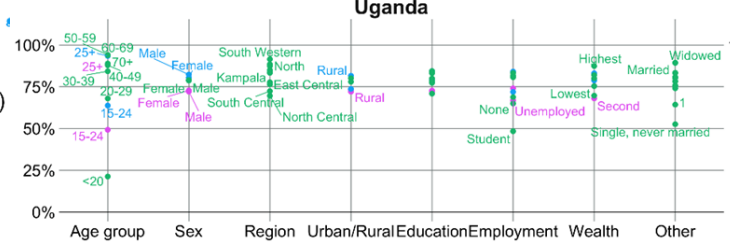
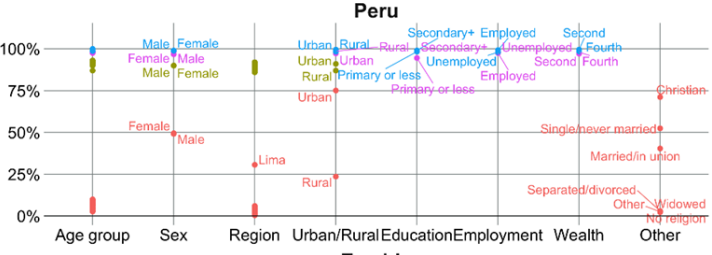
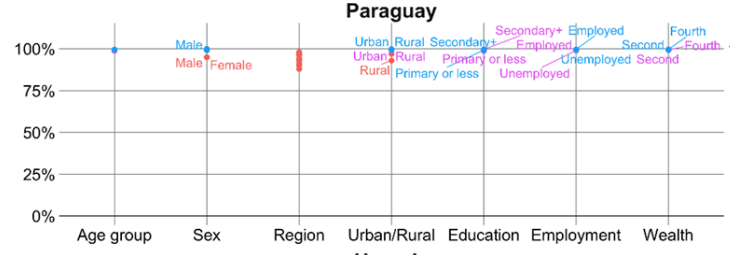
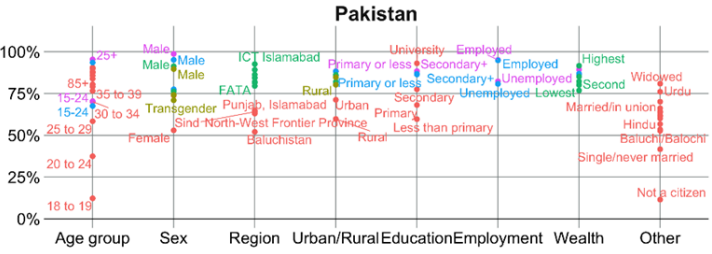
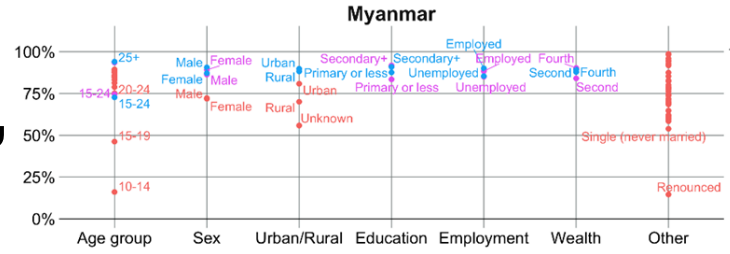
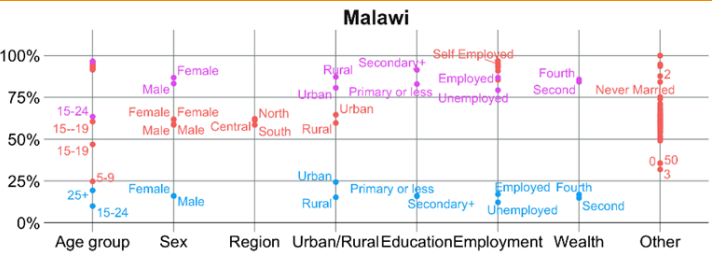
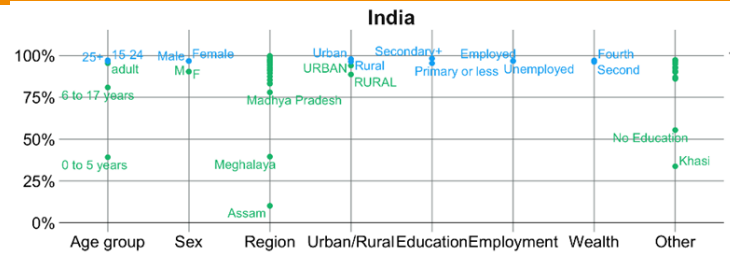
Percent of population with proof of legal identity, various countries, 1998-2019

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Percent of population with proof of legal identity, various countries, 1998-2019



● Census 1
 ● Census 2
 ● Household Survey

● ID4D 2021 (ref. 2017)
 ● ID4D 2021 (ref. 2021)



Strategic Research Questions

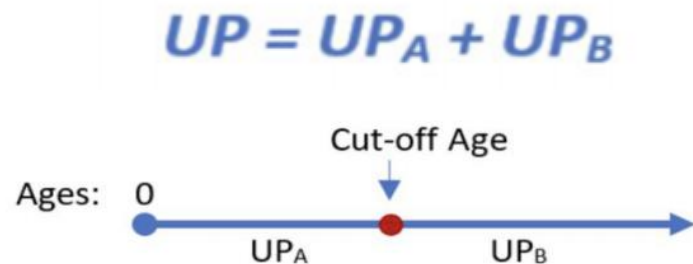
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Some other methods to assess proof of legal ID completeness (ID4D, World Bank):

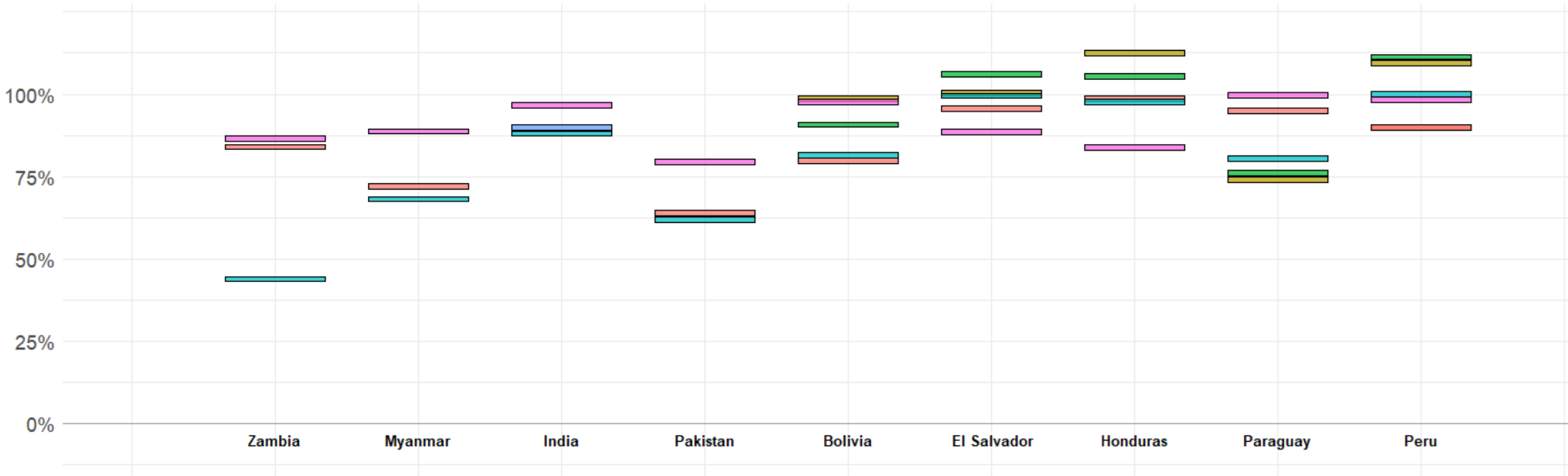
	ID4D Global Dataset	ID4D-Findex Survey Data
Data source(s)	<ul style="list-style-type: none"> <u>Above cut-off age (~adult):</u> Administrative data: <u>Below cut-off age (~child):</u> Survey-based birth registration data (UNICEF) 	Nationally representative survey, collected as part of the Gallup World Poll
Type of indicator used to estimate coverage	<ul style="list-style-type: none"> <u>Above cut-off age (~adults):</u> <ul style="list-style-type: none"> National/foundational ID registration data from ID authorities, where available; OR Voter registration used as a proxy for having a proof of identity in 120 economies <u>Below cut-off age (~children):</u> Under-5 birth registration 	Survey respondents were asked whether they personally had a specific foundational/national ID (birth certificates, voter IDs, etc. not considered)
Population covered	Global and economy-level estimates include all people aged 0 and above ; global estimate based on 151 economies	ID coverage data limited to people aged 15 and above ; data available for 99 economies





Estimates by Data Source/Estimation Method

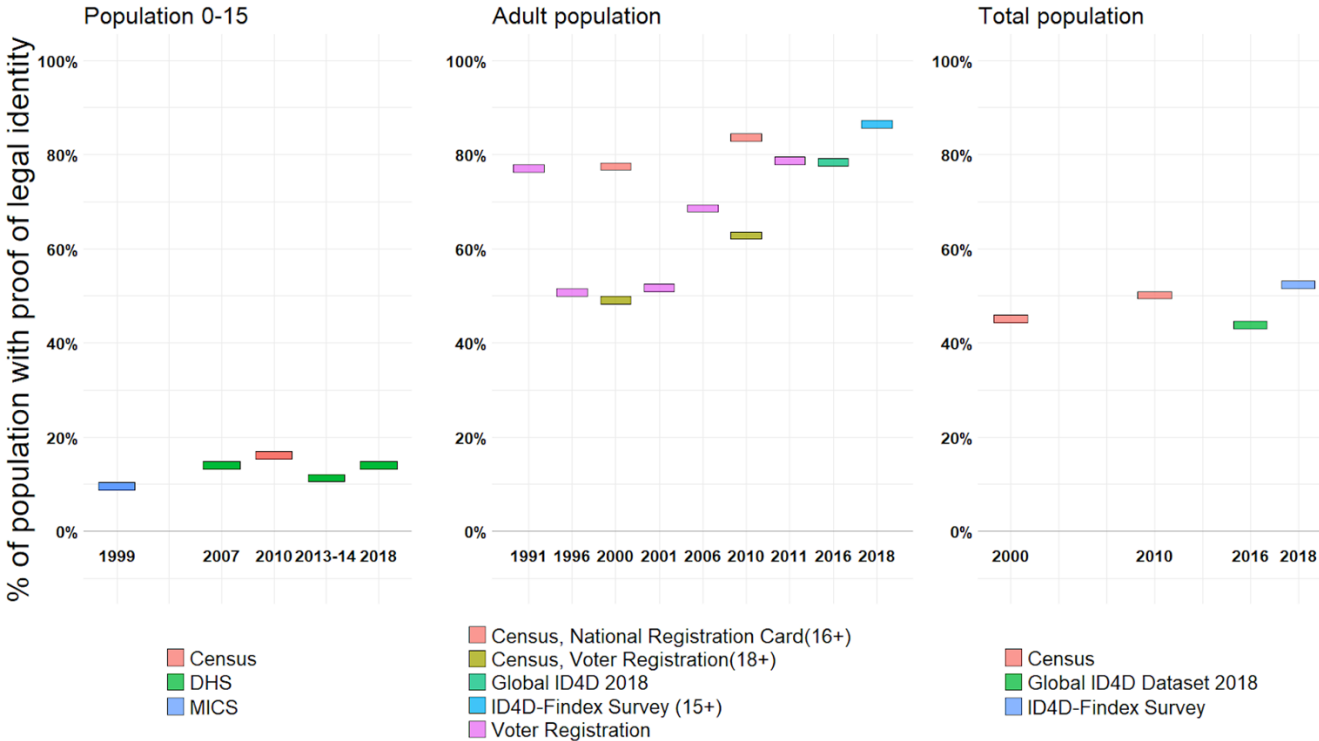
Percentage of Adult Population with Proof of Legal Identity by source



Census Election registration - WPP Household Survey
Election registration - USCB Global ID4D Dataset 2018 ID4D-Findex Survey Data 2018

For El Salvador, 2006 the election registration is the parliamentary registration.
For all other observations, election registration is the average registration of the presidential and parliamentary elections.
Voting is compulsory in all countries except El Salvador.
In India, the data includes all residents

Percentage of population with proof of legal ID in Zambia, 1999-2018



Cross-validation of census-based data + estimates - Zambia

MICS and DHS data for the under 5 population is used as a proxy for the under 16 population.

MICS 1999 is used as a proxy for birth registration for the population aged 0 to 15, DHS 2013-14 is used as a proxy for birth registration for the population aged 0 to 18 in the ID4D estimates of the total population.

The adult population refers to the population above 15 for the ID4D-FINDEX survey, the population above 16 for the census (National Registration Card), and the population above 18 for the Global ID4D dataset (voter registration)



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2. How consistent are the census data/estimates with alternative data and estimates?
3. **How can we harness available census/survey data to advance inequality/“Leave No One Behind” analysis of Legal Identity ?**



Disparity Analysis of “Proof of Legal ID” using Classification and Regression Trees (CART),

Zambia & India

Which subpopulations are the furthest behind in terms of Legal Identity?

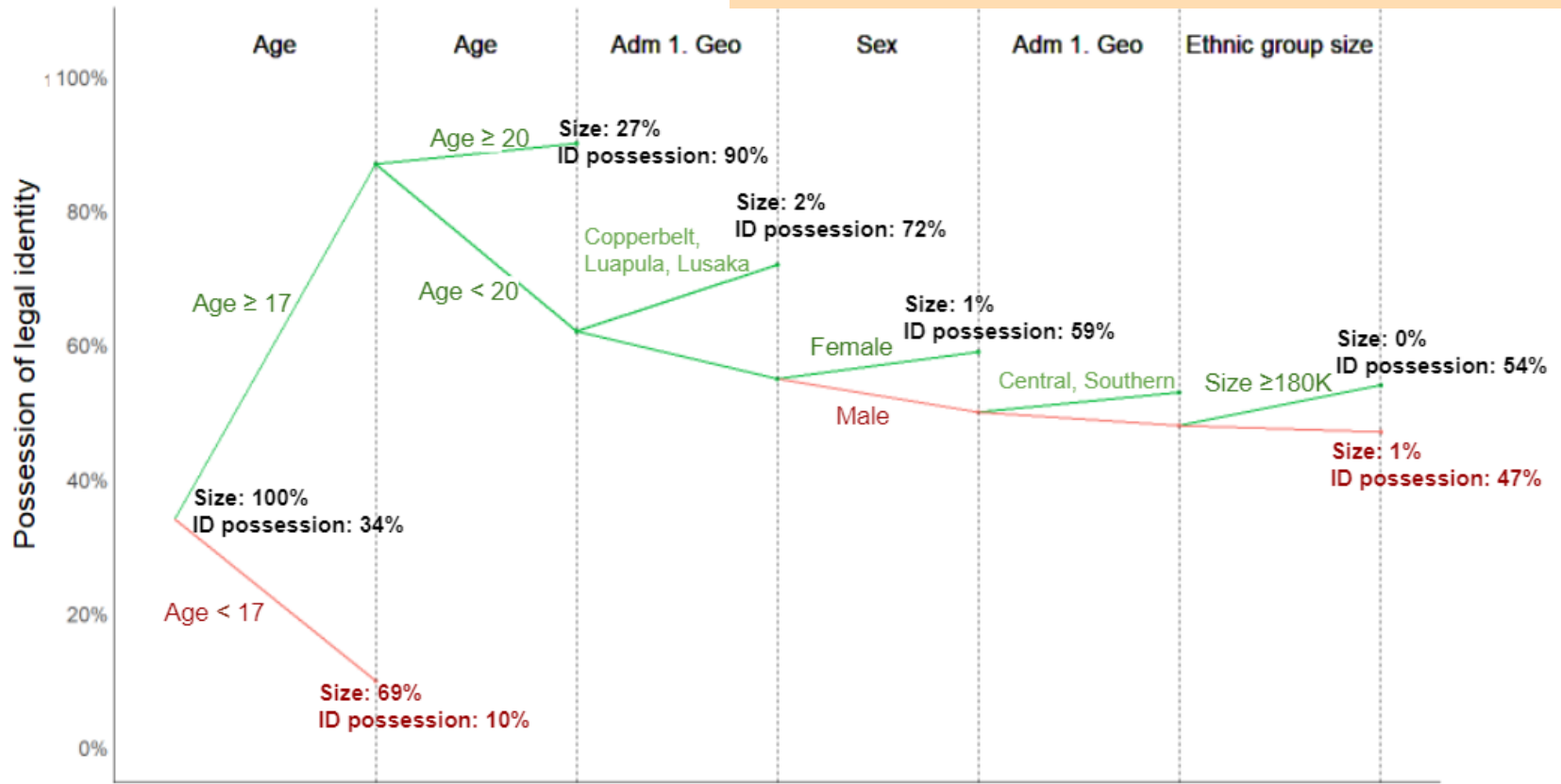
- Outcome Measure: “Proof of legal ID” - binary variable (yes/no)
 - For the population under 16 years, yes if the individual is reported as having a birth certificate in the 2010 census;
 - For the population aged 16+ years, yes if:
 - The individual is reported as having a birth certificate in the 2010 census; or
 - The individual is reported as having a green National Registration Card in the 2010 census.
- Circumstances/Factor:
 1. Disability Status: binary variable (yes/no)
 2. Ethnic group population size: continuous variable
 3. ADM. 1 Geographic Region
 4. Age group: 0-16; 17-20; 20+ years
 5. Sex: binary (male/female)

Reference: *Savic et al (2021), Social Development Division Working Paper, UN ESCAP*



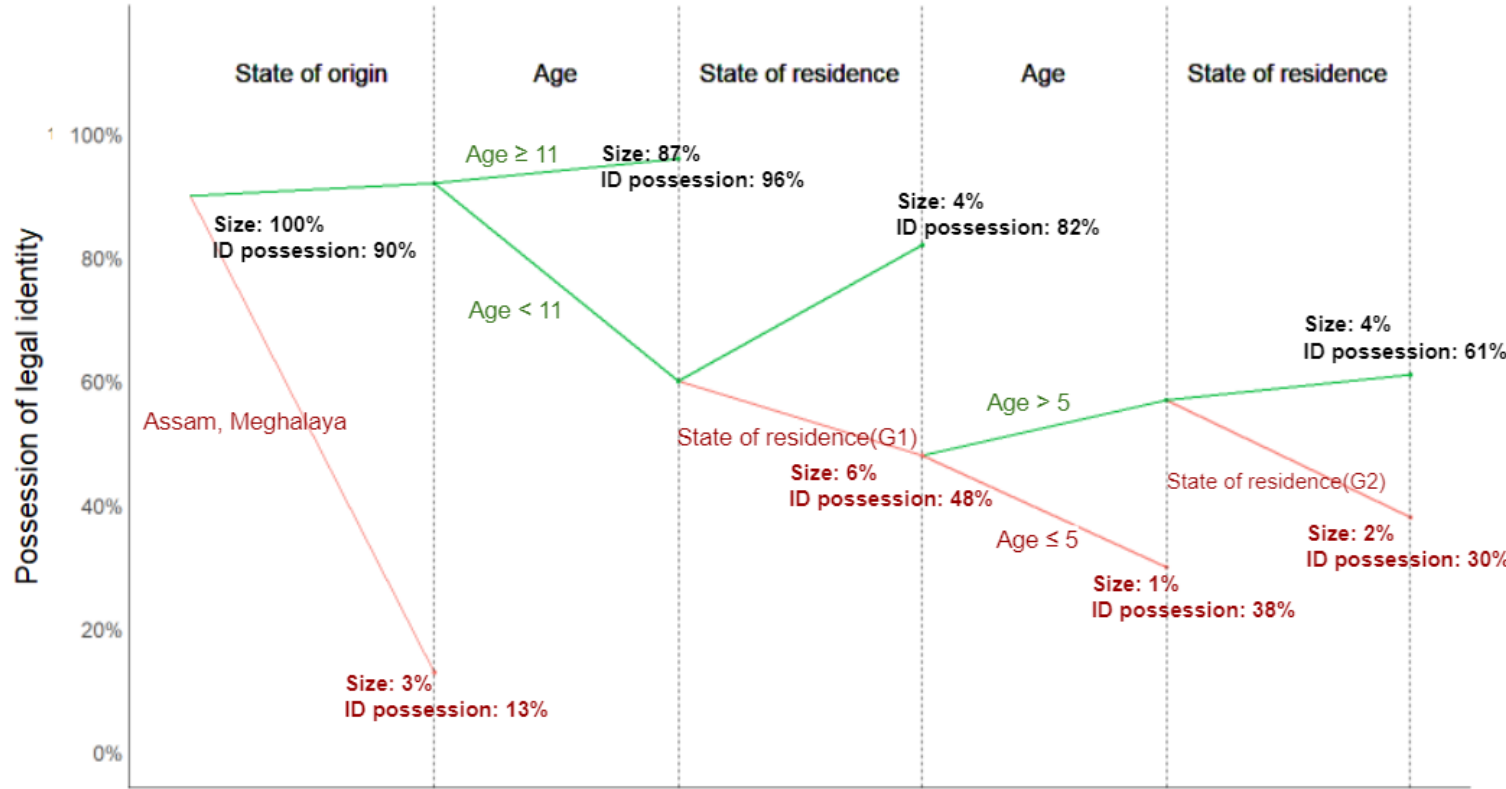
Zambia. 2010 census

How does the intersection of multiple factors impact the furthest left behind in terms of Legal Identity?



India, State of Aadhar Survey

How does the intersection of multiple factors impact the furthest left behind in terms of Legal Identity?



State of residence(G1): Bihar, Goa, Jammu and Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Sikkim, Uttar Pradesh, Uttarakhand, West Bengal.

State of residence(G2): Jammu & Kashmir, Jharkhand, Rajasthan, Uttarakhand.

Disparity Analysis

How does the intersection of multiple factors impact the furthest left behind in terms of Legal Identity?



	Zambia	India
Data Source	Census, 2010	HH Survey, 2019
Proof of Legal ID	National ID (16+) or birth certificate	Aadhaar Card (for all residents)
Proof of Legal ID (National average)	34%	90%
Factors for Furthest Left Behind	-Age (0-16): 10% vs Age (17+): 84% -Age(17-20) & Sex(Male) & Geo & Ethnicity size(<1,800,000): 47%	-State of origin(Assam or Meghalaya): 13% -Age(0-5) & State of residence(G1): 30% -Age(6-11) & State of residence(G2): 38%
Legal ID Policy Implications	Systemic problem in ensuring universal and timely birth registration + ID card access b/w ages 17-20 years	Regional problem: prioritize Assam and Meghalaya

Geo: Eastern, Muchinga, Northern; Western; North Western

State of residence(G1): Assam, Meghalaya, Bihar, Goa, Jammu and Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Sikkim, Uttar Pradesh, Uttarakhand, West Bengal

State of residence(G2): Assam, Meghalaya, Jammu and Kashmir, Jharkhand, Rajasthan, Uttarakhand

Preliminary Conclusions

1. Multiple ways to assess “proof of legal ID” completeness

- For high completeness countries, different data sources and methods are generally consistent
- For countries with completeness <80%, notable inconsistencies between different data sources and methods

2. No perfect method and no perfect data

- Direct assessment (comparison of ID database and pop projects) → limited ability for subnational LNOB assessment
- Opinion Poll data → no ability for subnational “Leave No One Behind” assessment
- Indirect assessments (via survey/census) → need to assume accurate reporting by survey/census respondent

3. Opportunity for holistic life-course approach to assessment

- Synthesize birth certification completeness assessment with proof of national ID card

4. Opportunity for improved baseline assessments of legal identity via 2020 & 2030 census rounds

- Via add-on questions about birth registration/certification
- Via add-on questions about national registration card/credential

5. Cross-sectional censuses/surveys offer opportunities to periodically assess progress

6. Classification and Regression Tree (CART) framework of census/survey data ⇒ analysis of “proof of legal ID” disparities



UN legal Identity Agenda: Pilot Study to Assess Legal Identity Questions in the 2022 Zambian Census

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Population and Development Branch
Technical Division, UNFPA

September 23th, 2023



CENTRE OF EXCELLENCE
for CRVS Systems



Proof of legal identity-related questions in Zambia censuses

Zambia, 2000

FOR PERSONS 16 AND OLDER -

P30 Do you have a Zambian National Registration card? Yes No

Zambia, 2010

PERSONS 16 YEARS+

P46 Do you have a Zambian Green National Registration card?

Yes No

Zambia, 2022

NRC

FOR AGES 16 YEARS AND ABOVE

Does (NAME) have a Zambian National Registration Card?

1 = YES GREEN CARD

2 = YES PINK CARD

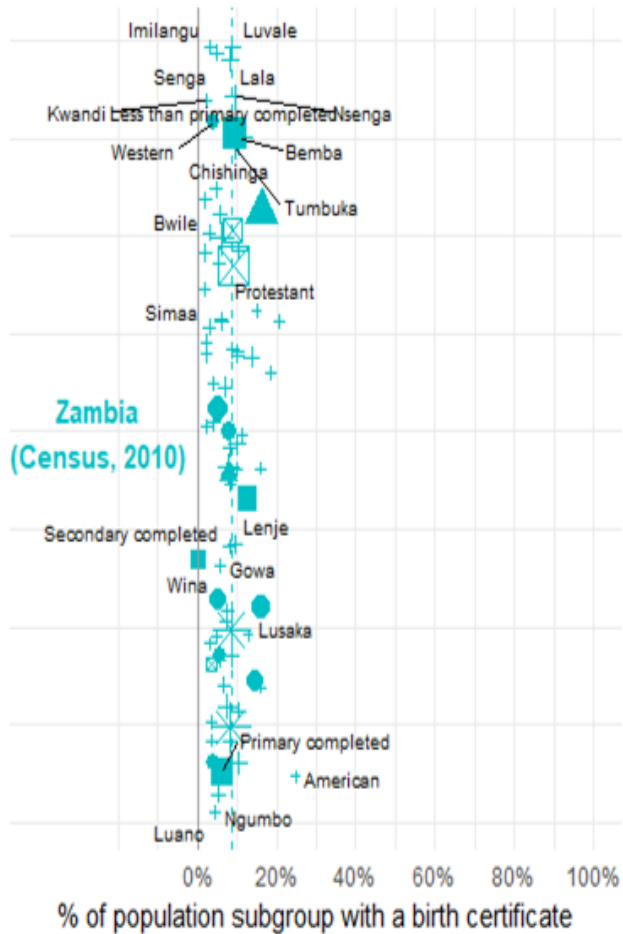
3 = YES BLUE CARD

4 = NO CARD

8 = DON'T KNOW

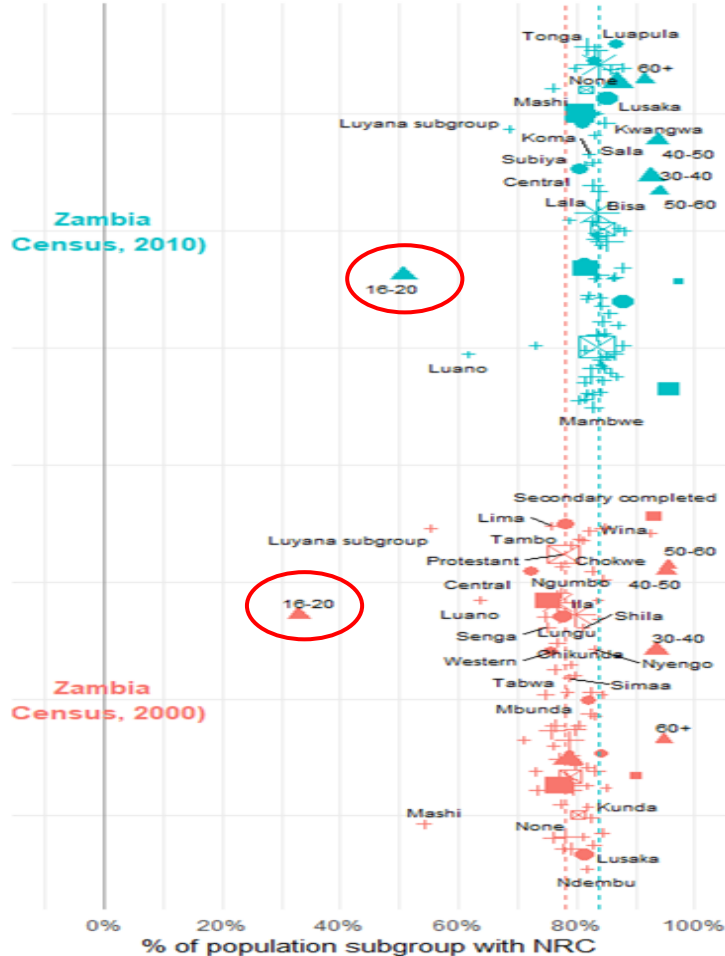
10%

Birth Certificate Possession



84%

National Registration Card Completeness



Population Subgroup Type

- Adm. 1 Region
- ▲ Age Group
- Education Attainment
- + Ethnicity
- ⊠ Religion
- * Sex

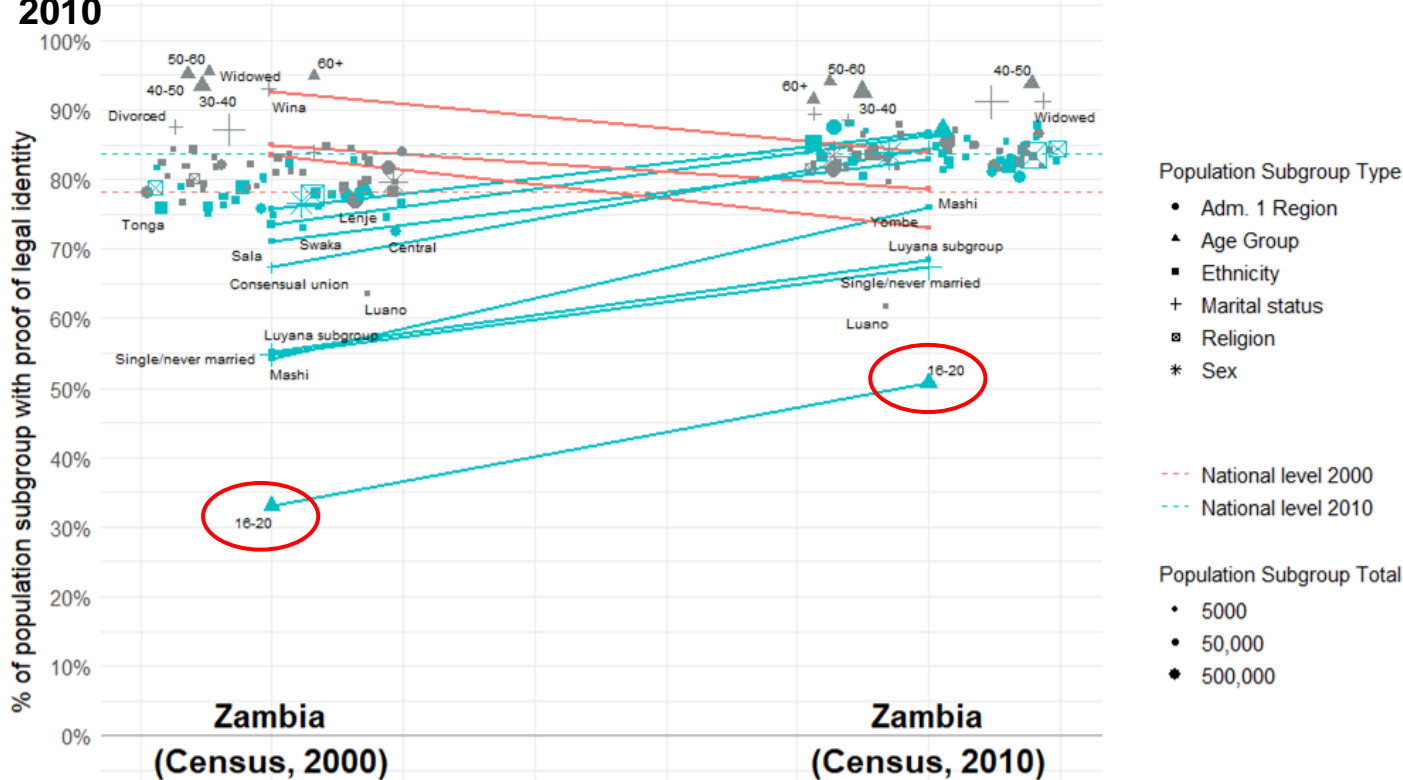
- - - National level 2000
- - - National level 2010

Population Subgroup Total

- 5000
- 50,000
- 500,000

Comparison over intercensal period - Zambia

Percentage of adult citizen population with proof of legal ID in Zambia, 2000-2010



Objective of the pilot study



1. How **reliable** and **valid** are **census questions** on **birth certificate possession** and **national registration card possession**?
2. How might **local languages** shape perception and understanding of census questions on proof of legal identity?
3. How can **questionnaire wording** and **response categories** be designed to ensure participation and **accurate responses** from the population of interest?

Main findings: What influences the quality of survey responses?



- **Knowledge about birth registration and birth certification**, rather than the language employed;
 - **Conflation between different types of documents**
 - **Conflation between birth registration and birth notification;**
- The familiarity of **colloquial terms;**

Recommendation: Delineate b/w types of National ID Card



P.34	P.36
Does (NAME) have a birth certificate?	Does {NAME} have a Zambian National Registration Card?
<ul style="list-style-type: none">1. Yes, (seen by interviewer)2. Yes, (not seen by interviewer)3. Yes, but lost/ misplaced4. No8. Don't know	<ul style="list-style-type: none">1 = Yes Seen Green Card2 = Yes Seen Pink Card3 = Yes Seen Blue Card4 = Yes Green Card, But Not Seen5 = Yes Pink Card, But Not Seen6 = Yes Blue Card, But Not Seen7 = Yes But Lost/Misplaced8 = No Card8 = Don't Know

Recommendation: Verified vs. Reported possession



P.34	P.36
Does (NAME) have a birth certificate?	Does {NAME} have a Zambian National Registration Card?
<ul style="list-style-type: none"> 1. Yes (seen by interviewer) 2. Yes (not seen by interviewer) 3. Yes, but lost/ misplaced 4. No 8. Don't know 	<ul style="list-style-type: none"> 1 = Yes Seen, Green Card 2 = Yes Seen, Pink Card 3 = Yes Seen, Blue Card 4 = Yes Green Card, But Not Seen 5 = Yes Pink Card, But Not Seen 6 = Yes Blue Card, But Not Seen 7 = Yes But Lost/Misplaced 8 = No Card 8 = Don't Know

Verified vs. Reported possession
 Capturing lack of possession due to loss

Recommendation: birth registration vs. birth notification



First draft of the question

P.35
Has (NAME)'s birth been registered with the Department of National Registration, Passports and Citizenship (DNRPC)?
1. Yes 2. No 3. Don't Know



Recommendation

P.35
Has (NAME)'s birth been registered with the Department of National Registration, Passports and Citizenship (DNRPC)?
1 = Yes, Forms submitted at DNRPC (registered)
2 = Yes, Forms submitted at health facility (notified)
3 = No
8 = Don't Know



Birth registration



Birth notification

Marriage Registration



Opportunity to assess **legal identity possession** among **married couples** in the upcoming census.

Proposed supplementary question following P6 (What is (NAME)'s marital status?)

Has this marriage been legally registered?  Possible add-on Q'n

1. Yes (statutory marriage, marriage certificate issued by a Civic Centre on behalf of DNRPC)
2. No (customary marriage, certificate issued by local court)
3. No (customary marriage only, no certificate issued)
4. No (religious marriage)
5. Don't Know

Conclusions



- Questions on legal identity in the Zambian census facilitate subnational monitoring of proof of legal identity
- Pilot-testing of and enumerator training on census questions on legal identity are important factors to ensure data quality
- Including questions on legal identity in successive censuses provides a basis to assess inclusiveness of the legal ID system across recent decades



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