INTRODUCTION

Scope of the report

Despite repeated commitments by governments around the world to ensure women’s equality by repealing discriminatory laws, sex discrimination persists, including in citizenship and nationality\(^1\) laws. This is damaging to the lives of women and their families. Although there has been some progress, with a number of countries recently amending their laws on citizenship in order to provide equality between women and men and others announcing their intention to do so, too many laws continue to discriminate with a devastating impact on women and their families.

In this report, *Equality Now highlights those countries where significant discrimination remains in the law*. Nationality laws are very complex – this does not purport to be a definitive study of all the discrimination contained within them or in the regulations which govern them. We seek instead to show some of the harmful consequences of this discrimination and, consequently, how changes to the law to remove discrimination could exponentially improve the lives of the families affected.\(^2\)

Consequences of continuing discrimination

The inability, largely of women, to pass on their nationality to their spouse or children can have grave consequences\(^3\) including:

- statelessness\(^4\)

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\(^1\) The terms are used interchangeably in this paper.

\(^2\) This report has reviewed laws accessible as of August 2012. There may be some we were not able to locate at time of print which also contain discriminatory provisions. In addition, we have not looked at provisions pre-independence in the countries concerned, discrimination in adoption provisions, between naturalised parents or provisions involving military service. Some laws provide that neither women nor men can pass nationality either to their spouse or to their children, but we have not highlighted these. Where there were contradictions between constitutional or legislative provisions, the constitutional provisions were taken on the basis that these have a higher authority, even though in practice the national law might be followed. We have also, as stated, focused on the provisions in the main relevant legislation most discriminatory to women and, as such, have generally not investigated linked or other relevant regulations, which could contain further discriminatory provisions. Finally, several laws contain discrimination on the basis of race/ethnic origin which causes misery to millions and compounds the discrimination based on sex. All these issues should be addressed with urgency.


• fear of deportation\(^5\) of children and husband
• additional vulnerability of girls to forced and early marriage\(^6\)
• increased vulnerability of women in abusive marriages
• difficulties for women in claiming child custody/access on marriage break-up
• lack of access to publicly-funded education for the children
• lack of access to publicly-funded medical services and national health insurance
• lack of access to social benefits
• inability to register personal property
• limited freedom of movement, including to travel abroad
• limited access to jobs and economic opportunities
• trauma and anxiety

**Compounded discrimination**

Too many discriminatory nationality laws remain founded on *stereotypes* which in turn reinforce stereotypical roles for both women and men:

- **A woman, once married, loses her independent identity** – this leads to the anomalous situation in some countries where a woman is permitted to pass her nationality to her children if she is single, but not if she is married.
- **A child “belongs” to a father rather than a mother** – his nationality therefore is more likely to attach to the children, even if they live in the mother’s (different) home country, which can subsequently cause further discrimination (see case studies from Malaysia and Jordan below). Children who are allowed to claim their mother’s nationality, but who live outside her country of citizenship, are frequently only permitted a small window on maturity in which to claim maternal citizenship, which limits the family’s options.

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\(^5\) For example, in a shadow report submitted by Ligue Iteka, ACAT Burundi, Observatoire Ineza des Droits de l’Enfant au Burundi and Association des Femmes Juristes du Burundi to the UN Committee on the Rights of the Child on the implementation of the Convention on the Rights of the Child in Burundi, September 2010, suggested that in 2009 Burundian police conducted a search for illegal immigrants and their children with Burundian mothers and that these men and their children were arrested and subsequently deported, although we have not been able to uncover more details about this incident or to find out whether it is a regular occurrence. Accessed at: https://www.google.com/url?q=http://www.crin.org/docs/Burundi_Coalition_CRC_NGO_Report_Summary_EN.doc&sa=U&ei=Y3j9TV-j6Gk0QWp2cT3AQ&ved=0CBAAQjAF&client=internal-uds-cse&usg=AFQjCNHsDdkBMZ4xK0xXqoWF7vD9kXt7Q.

\(^6\) See note 3. Without Lebanese nationality, Hiam’s daughters, once they left school, faced difficulties in staying in Lebanon. For Hiam’s daughter Nour, this meant she was married off at 15 years of age to a relative in Egypt.
Where dual nationality is forbidden, women can be disproportionately affected. Women who live in their husband’s country could be disadvantaged in terms of legal and social rights if they do not take on the nationality of their husbands, as well as having to face additional bureaucratic challenges. Losing her nationality of origin can leave a woman especially vulnerable if her marriage ends, particularly if her children have their father’s nationality. Even if a woman is able to claim back her nationality on divorce or widowhood, delays and other hurdles in regaining citizenship can cause her considerable problems, including anxiety and hardship.

While, technically speaking, equal rights are ultimately provided in several laws, there are often multiple hurdles a woman must overcome to claim these for her husband and/or her children such that enjoyment of these rights is delayed or effectively denied. The poor and disadvantaged carry additional burdens to navigate an often complex system with sometimes narrow timeframes for claiming nationality. In addition, fees associated with residency permits and other bureaucratic procedures required of non-nationals are unaffordable for some.

*All governments concerned need to review and amend their laws as a matter of urgency to allow all people equal rights in conveying their nationality, thereby ensuring the civil, political, economic, social and cultural rights that nationality helps people access.*
Unmarried woman cannot pass to child born in country
Bahrain†, Burundi‡, Iran, Jordan‡, Kuwait†, Lebanon, Libya*, Nepal*, Oman‡, Qatar, Saudi Arabia‡, Senegal‡, Somalia, Suriname*, Syrian Arab Republic*, Swaziland†, United Arab Emirates‡‡

Unmarried woman cannot pass to child born outside country
Bahrain†, Brunei, Burundi‡, Iran, Iraq*, Jordan, Kuwait†, Lebanon, Liberia*, Libya*, Mauritania*, Nepal, Oman‡, Qatar, Saudi Arabia‡, Senegal*, Sierra Leone*, Somalia, Suriname*, Swaziland†, Syrian Arab Republic, Tonga, Tunisia*, United Arab Emirates‡‡

Married woman cannot pass to child born in country
Bahrain†, Burundi‡, Iran‡, Jordan‡, Kiribati†, Kuwait†, Lebanon, Libya*, Madagascar*, Nepal*, Oman‡, Qatar, Saudi Arabia*, Senegal*, Somalia, Suriname*, Swaziland, Syrian Arab Republic, Tonga, United Arab Emirates*
Married woman cannot pass to child born outside country

Married woman cannot pass to husband⁷

Unmarried father of child born abroad cannot pass to child without additional requirements⁸
Austria, Denmark, United States of America

Key

- Unless father is unknown or has repudiated/not acknowledged the child
- † Unless father stateless or unknown
- * Not by right, but possible by decree issued by the Minister of the Interior if father unknown or unproven
- • Except under certain conditions
- + There is suggestion that citizenship is possible at age 18 for children born of Iranian women and non-national men. Several restrictions are placed on women marrying at all. For example, women need government permission to marry non-national men and Moslem women are explicitly forbidden from marrying non-Moslem men
- ∞ Unless mother irrevocably divorced/foreign father deceased and child resident in Kuwait until reaches majority
- ○ Husband can apply for naturalisation under normal procedures with reduced or waived conditions
- ω Unless by permission of Head of State after reapplying for nationality after dissolution of marriage/maturity of child and living in Lebanon
- × Possible for wives to pass nationality to non-national husbands, subject to proviso that Minister can refuse on reasonable grounds

⁷ This does not list countries where neither wife nor husband has additional rights to pass citizenship to their non-national spouse
⁸ More than proof of paternity
“My mother is Jordanian, and her nationality is my right” is a campaign led by Jordanian mothers married to non-Jordanians who cannot pass on their Jordanian citizenship to their children and husbands. With the support of the Arab Women Organisation, members of the campaign are calling on the government to amend the nationality law in line with the Jordanian constitution and Jordan’s international legal obligations. Testimony given to Equality Now details some of the problems associated with the inability of Jordanian women to pass their nationality to their children and husbands. See also www.equalitynow.org for further case studies from Jordan.

Friyal

Friyal has been married for 21 years to an Egyptian man. From the day she got married she has felt insecure. She was shocked when she realised that she could not register her children in her passport and that she needs to have a valid work permit for her husband in order for her children to go to school. Friyal participates in all demonstrations and sit-in activities organised by the campaign “My mother is Jordanian and her nationality is my right”. She believes that her children have the right to live in dignity in Jordan, which they consider their homeland. Her son Mohamed does not work because, as a technical “foreigner” he can’t afford the fees for the work permit; he worked twice but he was not paid and couldn’t file a complaint with the police for fear of being deported to a country he has never known. Eman, Friyal’s daughter, had to go through several bureaucratic procedures before she could get married in June 2011. The family had to get Ministry of the Interior approval for the marriage and then file that approval with the Sharia court. In doing so, the family was forced to pay 1100 Jordanian Dinar (about US$1550) as a fine because Eman’s father had not renewed his work permit for two years due to the cost involved and additional family expenses required to pay for healthcare and education. The children are considered foreigners in their own country and therefore have to pay all fees associated with this status.
Maysar

Maysar is 42 years old. She approached the Ministry of the Interior in 2011 to apply for naturalisation for her husband. The officer in charge refused to give her the application form before questioning her about her marriage, blaming her for marrying a non-national. Maysar, who has seven children, does not want her daughters to marry non-nationals, to ensure they will not suffer the hardships she has had to face. Her husband works in the construction industry illegally since he cannot afford the fees for the work permit.

MALAYSIA

While some gains have been made in improving the circumstances of Malaysian wives of foreigners and foreign wives of Malaysians, these two groups of women still face discrimination in different ways. Malaysian organisations, including Women’s Aid Organisation, continue to campaign for equal rights for women and men in relation to nationality.

Nina

Nina, a Malaysian woman, met and married Brian in the US. They have a daughter, Julia, who was born in the US. The family moved to Malaysia, to the state of Johor, in mid-2009, when Julia was 2 years old.

When Nina was pregnant, the Malaysian Embassy told her that she could register Julia when she returned to Malaysia. Unlike Malaysian men, Malaysian women with foreign spouses who give birth to a child outside Malaysia cannot automatically confer citizenship to that child; they need to apply. Upon returning to Malaysia Nina went to the National Registration Department to apply for citizenship for Julia, where she was asked to fill out and submit a form.

Brian struggled to find employment in Malaysia – he didn’t have long term legal immigration status necessary for him to work. This forced Nina to be the main breadwinner of the family. At the same time, her relatives had cultural expectations of her to perform the traditional roles of a wife and mother, such as cooking and cleaning.
This dynamic severely strained her marriage. Soon, Nina took a job in Kuala Lumpur, the capital city four hours north of Johor.

Almost a year after submitting the form to the National Registration Department, Nina was called for an interview. Three months later, she was told the application had been rejected. She was not given a reason, but at the interview she was asked about her marriage status (she was still married at the time although living separately from Brian) and was told that was a factor in the Department’s decision. She was told she could only reapply for her daughter’s citizenship after a year.

Meanwhile Nina’s husband and daughter stayed in the country legally through social visit passes. These passes had to be renewed every six months and required a fee, and Nina had to be present during renewal. Nina now lived in Kuala Lumpur, but because she had initially registered for the social visit passes in Johor, she had to travel to Johor whenever she needed to renew the passes. A year after she moved to Kuala Lumpur the Immigration Department in Johor sent her file to a Kuala Lumpur office so she did not have to keep travelling back to Johor. Unfortunately they did not specify which branch they sent it to, and eventually Nina was informed that her file had been lost and that she would have to resubmit all her documents.

Nina attempted several times to obtain an extension of the social visit pass validity period from six months to one year. The Immigration Department noted that this would be possible only after three six-month visa cycles processed at the same Immigration Department office, and Nina’s request was thus denied.

Nina also faced difficulties trying to register Julia for public school. Julia is due to enter primary school in 2014, but registration must be done two years prior. The school Nina went to refused to register Julia because she was not a citizen. Nina had to submit several forms to the District Education Department, which required her to obtain a signature from a village head to verify that she was a citizen, among other requirements. Nina worried that she might have had to send Julia to private school, which she could not afford.

A year after Julia’s application for citizenship had been rejected, Nina publicly approached the Home Minister with her case. A senior-ranking immigration officer informed Nina that she should have had an option to confer citizenship to her daughter; Nina told him she was not given that option. She was asked to resubmit Julia’s
citizenship application. Eight months later, after many calls and inquiries by Nina, her daughter Julia received her citizenship.

It took three frustrating years for Nina to obtain Malaysian citizenship for her daughter, putting enormous and unnecessary emotional and financial strain on her. Had Nina been a man, the process would have been automatic.

### INTERNATIONAL STANDARDS OF NON-DISCRIMINATION IN THE GRANTING OF CITIZENSHIP RIGHTS

The fundamental right to sex equality has been affirmed and reaffirmed repeatedly by governments in international treaties, declarations and conferences, as well as in domestic constitutions. At the United Nations Fourth World Conference on Women in 1995, 189 governments pledged in the Beijing Platform for Action to “revoke any remaining laws that discriminate on the basis of sex.” In 2000, the UN General Assembly established a target date of 2005 for revocation of all sex-discriminatory laws. The right to nationality has also been established by the Universal Declaration of Human Rights, in the Convention on the Rights of Child and reinforced by the Beijing Platform for Action. The Convention on the Elimination of Racial Discrimination calls for the right to nationality “without distinction as to race, colour, or national or ethnic origin,” and the Committee on the Elimination of Racial Discrimination has urged States Parties “to refrain from applying different standards of treatment to female non-citizen spouses of citizens and male non-citizen spouses of citizens.” Most recently, in July 2012, the Human Rights Council passed a resolution, “The Right to a Nationality – Women and Children,” demonstrating this is still an issue of great concern.

The specific right to equality or non-discrimination on the basis of sex within the context of nationality rights has also been addressed by UN treaties and treaty monitoring bodies. The Convention on the Elimination of All Forms of Discrimination against Women addresses both the conveyance of nationality to spouses and children by providing that:

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9 Article 15  
10 Articles 7 and 8  
11 ¶ 274(b)  
12 Article 5(d)  
13 General Recommendation No.30: Discrimination Against Non Citizens: 01/10/2004  
Article 9

1. States Parties shall grant women equal rights with men to acquire, change or retain their nationality. They shall ensure in particular that neither marriage to an alien nor change of nationality by the husband during marriage shall automatically change the nationality of the wife, render her stateless or force upon her the nationality of the husband.

2. States Parties shall grant women equal rights with men with respect to the nationality of their children.

Although the equal right of men and women to confer citizenship on their children is not explicitly articulated in the International Covenant on Civil and Political Rights (ICCPR), in a General Comment on the interpretation of ICCPR Article 24, which gives every child the “right to acquire a nationality”, the Human Rights Committee states that “no discrimination with regard to the acquisition of nationality should be admissible under internal law as between legitimate children and children born out of wedlock or of stateless parents or based on the nationality status of one or both of the parents.”

The jurisprudence of the Human Rights Committee, both in its General Comments and through its ongoing dialogue with States Parties, clearly establishes that laws that discriminate in the transmission of citizenship to children based on the sex of their parents are incompatible with the ICCPR.

Seventeen years after the adoption of the Beijing Platform for Action, and seven years past the UN’s set target date of revoking all sex discriminatory laws, numerous laws that explicitly discriminate against women, including in the area of nationality, are still in force. Governments should prioritise elimination of all discrimination on the basis of sex to comply with their international legal obligations as well as their own national obligations to ensure equality.

15 CCPR General Comment 17 (Thirty-fifth session, 1989) ¶8
Governments with sex discriminatory legal provisions on nationality should revise them:

- so that women and men can equally confer citizenship on their children wherever born and whether born in or out of marriage
- so that women and men can equally confer citizenship on their spouses whether or not married at home or abroad
- to ensure that there is consistency between all laws and regulations dealing with the issue in order that all provisions treat men and women equally and fairly and that these provisions are clear to both those wanting to take advantage of them and those implementing them

In addition, any discrimination relating to race or ethnicity should be removed. Governments should also review all associated regulations and processes to ensure wider discrimination does not impact on the ability of women to pass their nationality freely to their children and husbands.

Interim Measures

Some interim measures have mitigated the hardships of a discriminatory nationality law. Like Jordan, the nationality law of Lebanon for example also only allows a man (and not a woman) to confer Lebanese nationality upon his spouse and his children. This law, which denies women equality with men in terms of nationality, undermines a woman’s status as an equal citizen and contradicts the Lebanese Constitution, which provides that all Lebanese citizens are equal before the law and enjoy the same civil and political rights. A few critical changes in the labour regulations issued in September 2011 led to some improvements in the lives of Lebanese women married to non-citizens by allowing work permits to non-citizen husbands and their children without the need for a sponsoring employer and free residence permits without the need for a job.

The Malaysian authorities have also lifted some employment restrictions among a few other measures which should, if implemented, ease the hardship on married couples and their children. And it is hoped the Jordanian government will heed the recommendation of the CEDAW Committee to accelerate its efforts in facilitating
provision of residence permits to foreign spouses of Jordanian women and access to health and education services to their children, as a temporary special measure until the Nationality Act is amended accordingly.

However, any discrimination in the law continues to have a negative impact on the lives of unmarried mothers and women married to non-citizens and to their families which restricts their freedom of choice, access and movement.\textsuperscript{16} Discriminatory nationality laws around the world need to be comprehensively amended as soon as possible.\textsuperscript{17}

\textsuperscript{16} See for example note 3
\textsuperscript{17} Other testimonials can be found in the UNHCR paper, “Gender Equality, Nationality Laws and Statelessness: Testimonials of the Impact on Women and their Families,” available at http://www.unhcr.org/4f587d779.html
ANNEX

List of legal sources referenced for nationality provisions

**Austria**
Bundesgesetz über die österreichische Staatsbürgerschaft (Staatsbürgerschaftsgesetz 1985 – StbG)

**Bahamas**
The Constitution of the Commonwealth of the Bahamas 1973

**Bahrain**
1. Bahraini Citizenship Act - 1963
2. Amended Bahraini Citizenship Act - 1963
4. Law N° (12) for 1989 Amending Bahraini Citizenship Act - 1963

**Bangladesh**

**Barbados**
The Barbados Constitution -The Barbados Independence Order 1966

**Benin**
Loi n° 65-17 du 23/06/65 portant Code de la nationalité dahoméenne

**Brunei**
Brunei Nationality 4 of 1961

**Burundi**
Loi n° 1/013 du 18 juillet 2000 portant réforme du code de la nationalité

**Cameroon**
Loi n° 1968-LF-3 du 11 juin 1968, Portant code de la nationalité camerounaise
Central African Republic
Loi n° 1961.212 du 20 avril 1961 portant code de la nationalité centrafricaine

Comoros
Loi n° 79-12 du 12 décembre 1979 portant code de la nationalité comorienne

Congo (Republic of)
Loi 35-61 du 20 juin 1961 portant code de la nationalité congolaise

Denmark
Consolidated Act on Danish Nationality N° 422 of 7 June 2004

Egypt
Law No 26 For The Year 1975 Concerning Egyptian Nationality As Amended By Law N° 154/2004

Guatemala
Decreto número 1613 - 29 Octubre 1966 Ley de Nacionalidad y sus reformas*
*Incluye reformas a la Ley de Nacionalidad mediante Decreto N° 86-96 del Congreso de la República de Guatemala, dictado el 9 de octubre de 1996 y refrendado el 21 de octubre de 1996

Guinea
Code Civil, 16 February 1983

Iran
The Civil Code of the Islamic Republic of Iran

Iraq

Jordan
Law N° 6 of 1954 on Nationality (last amended 1987)

Kiribati
The Constitution of Kiribati – The Kiribati Independence Order 1979
Kuwait

Lebanon
Decree N°15 on Lebanese Nationality 19 January 1925; Amended by Regulation N°160 dated 16 / 07 / 1934; Regulation N°122 L R dated 19/06/1939; Law of 11/1/1960

Lesotho

Liberia
Aliens and Nationality Law: Part III, Nationality And Naturalization 1973-74

Libya
Law N° (24) for 2010/1378 On The Libyan Nationality

Madagascar
Ordonnance n° 1960-064 portant code de la nationalité malgache

Malawi
An Act to repeal and replace the Malawi Citizenship Act, 1964 with amendments made up to 1972

Malaysia
The Constitution of Malaysia (last amended 2007)

Mali
Loi n° 62 18 AN RM du 3 février 1962; Loi n° 95-70 du 25 août 1995 portant modification du Code de la nationalité malienne

Mauritania
Morocco
Code de la nationalité marocaine (modifié par la loi n° 62-06 promulguée par le dahir n° 1-07-80 du 23 mars 2007 - 3 rabii I 1428; B O n° 5514 du 5 avril 2007)

Nauru

Nepal

Niger
Ordonnance n° 99-17 du 4 juin 1999 portant modification de l'ordonnance n° 84-33 du 23 août 1984 portant Code de la nationalité nigérienne

Nigeria

Oman
Royal Decree N° (3/38) Law on the Organisation of the Omani Nationality

Pakistan
Pakistan Citizenship Act, 1951

Qatar
Nationality Act Law N° 38/2005

St Lucia
Constitution of St Lucia 1979

St Vincent and the Grenadines
Constitution of St Vincent and the Grenadines 1979

Saudi Arabia
Nationality Regulations 1374 H - Resolution N° (4) dated 25/1/1374 as amended

Senegal
Loi n° 61-70 du 7 mars 1961, Code de la nationalité sénégalaise
Sierra Leone
Sierra Leone Citizenship Act, 1973 as amended by Sierra Leone Citizenship (Amendment) Act, 1976

Solomon Islands
The Constitution of the Solomon Islands - The Solomon Islands Independence Order 1978

Somalia
Law N° 28 of 22 December 1962 - Somali Citizenship

Sudan
Sudanese Nationality Act 1994 as amended by Sudanese Nationality Law (Amended) of Year 2005

Suriname
Law on Nationality and Residence, State Ordinance of 24 November 1975 for the Regulation of the Surinamese Nationality and Residence in Suriname (last amended 1983)

Swaziland
The Constitution of the Kingdom of Swaziland Act, 2005
Swaziland Citizenship Act 1992

Syrian Arab Republic
The Nationality Act - Legislative Decree n° 276 of 20 November 1969 as amended by the Legislative decree n° 17 of 13 February 1972

Tanzania
Tanzania Citizenship Act, 1995

Thailand
Nationality Act BE 2508 – As amended by Acts N° 2 and N° 3 BE 2535 (1992) and Act N° 4 BE 2551 (2008)

Togo
Ordonnance N°78-34 portant code de la nationalité togolaise, 7 sept 1978
Tonga

Tunisia
Décret-loi N° 63-6 du 28 février 1963 (4 chaoual 1382) portant refonte du Code de la Nationalité Tunisienne - (Modifié par la loi n°2010-55 du 1er décembre 2010)

United Arab Emirates
Federal Law N° (17) for 1972 Concerning Nationality, Passports and Amendments thereof (updated 1975)
Decree of November 2011

United States of America
The Immigration and Nationality Act 1952

Vanuatu
Citizenship Act, Cap 112 – 30 July 1980

Yemen
Law N° (6) of 1990 Concerning Yemeni Nationality (as amended 2010)