

# Technical guidelines to incorporate an ethnic-racial approach in official statistical production

FIRST VERSION



San José, Costa Rica  
NOVEMBER 2021





# Technical guidelines to incorporate an ethnic-racial approach in official statistical production

FIRST VERSION

San José, Costa Rica  
NOVEMBER 2021



Este documento fue traducido al inglés gracias al apoyo y compromiso del Fondo de Población de las Naciones Unidas, con sede en Costa Rica.

This document was translated into English thanks to the support and commitment of the United Nations Population Fund, based in Costa Rica.

## Background

The Costa Rican Government issued Presidential Directive 22-P on March 24, 2015, in the spirit of complying with commitments made within the framework of the *Proclamation of the International Decade for People of African Descent (2015-2024): Recognition, Justice and Development* and its related programme of activities. This Directive considers of maximum importance the compliance adopted in regard to the Afro-descendant populations inhabiting the country, urging the different sectors of the central government and decentralized institutions - according to the scope of their competence - to formulate public policies that comply with the provisions of the programme of activities for the decade.

In regard to the National Institute of Statistics and Census (INEC for its name in Spanish), the Presidential Directive was accepted through the *Institutional Policy for the incorporation of the ethnic-racial perspective in the production and dissemination of statistics*, approved by the INEC Board of Directors on April 12, 2016, in Agreement 6 of Ordinary Session 805-2016. In order to comply with this institutional policy, the Management Office issued Resolution 079-2016 on June 2, 2016, creating the Ethnic-Racial Approach Technical Commission (CTEER for its name in Spanish) tasked with preparing a proposal for technical guidelines to incorporate the ethnic-racial approach in the production and dissemination of statistics for institutions related to the National Statistical System (NSS). This same year, with the technical and financial support of the United Nations Population Fund (UNFPA), INEC implemented a process for the preparation of a national diagnosis and technical recommendations in order to begin ethnic-racial statistical measurement in Costa Rica, also considering aspects related to the adequate dissemination of official statistical operations results incorporating the variable of "ethnicity."

The technical commission agreed that the guidelines should be developed with the support of other public institutions such as those responsible for health, population, education, migration, human rights, and justice, among others, which led to the formation of the Inter-institutional Working Group for an Ethnic-Racial Approach (GTIER for its name in Spanish). This resulted in the development of a joint strategy, taking advantage of institutional experiences in working with Indigenous, Afro-descendant and Asian-descendent populations. The strategy involved a process of dialogue with different civil society organizations working on issues related to human rights, experts in ethnicity issues, as well as in the use of official statistics, in addition to the participation of institutions that produce statistics from the NSS.

These technical guidelines are the result of the dialogue process, drawing upon both knowledge and experience in participatory work and through a collective process.

Therefore, the Board of Directors of the National Institute of Statistics and Census (CDINEC for its name in Spanish), acting as the highest authority of the NSS, based on the provisions of Law 9694, Article 33, paragraphs a) and d), and in Article 42, subsection b), issues the following technical guidelines for the incorporation of an ethnic-racial approach in the production of official statistics.



## CONSIDERING

- I. That the Universal Declaration of Human Rights, in its Resolution 217 A (III), of December 10, 1948, establishes in Article 2 that, “Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”
- II. That the International Covenant on Civil and Political Rights (ICCPR), of December 16, 1966, establishes that, “Each State Party to the present Covenant undertakes to respect and to ensure to all individuals within its territory and subject to its jurisdiction the rights recognized in the present Covenant, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”
- III. That the International Covenant on Economic, Social and Cultural Rights of December 16, 1966; Together with the approval of the ICCPR, establishes that, “All peoples have the right of self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development.” As well the right to have a job and enjoy equitable working conditions, access to social security, health and a free education, and the enjoyment of cultural life and its preservation.
- IV. That the International Convention on the Elimination of all Forms of Racial Discrimination, ratified by Costa Rica on January 16, 1967, establishes that the, “States Parties condemn racial discrimination and undertake to pursue by all appropriate means and without delay a policy of eliminating racial discrimination in all its forms and promoting understanding among all races, and, to this end: (a) Each State Party undertakes to engage in no act or practice of racial discrimination against persons, groups of persons or institutions and to ensure that all public authorities and public institutions, national and local, shall act in conformity with this obligation.”
- V. That Convention 169 of the International Labour Organization (ILO) on Indigenous and Tribal Peoples, which entered into force in September 1991, establishes in Article 2 “Governments shall have the responsibility for developing, with the participation of the peoples concerned, coordinated and systematic action to protect the rights of these peoples and to guarantee respect for their integrity... ensuring that members of these peoples benefit on an equal footing from the rights and opportunities which national laws and regulations grant to other members of the population.”
- VI. That the 2001 Durban Declaration and Programme of Action enshrined the international community’s commitment to combat racism, racial discrimination, xenophobia and related intolerance at the national, regional and international levels. In addition, paragraph 92 of the Declaration “Urges States to collect, compile, analyse, disseminate and publish reliable statistical data at the national and local levels and undertake all other related measures which are necessary to assess regularly the situation of individuals and groups of individuals who are victims of racism, racial discrimination, xenophobia and related intolerance.”
- VII. That the 2007 United Nations Declaration on the Rights of Indigenous Peoples establishes that, “Indigenous peoples have the right to the full enjoyment, as a collective or as individuals, of all human rights and fundamental freedoms as recognized in the Charter of the United Nations, the Universal Declaration of Human Rights and international human rights law.” And that “Indigenous peoples

have the right, without discrimination, to the improvement of their economic and social conditions, including, inter alia, in the areas of education, employment, vocational training and retraining, housing, sanitation, health and social security.”

- VIII.** That at the first meeting of the Regional Conference on Population and Development in 2013, within the framework of the evaluation of the progress of Cairo +20, the countries of the Latin American region committed to the implementation of measures to advance on various issues of human rights, placing special emphasis on the importance of recognizing people in their diversity. In this sense, specific measures were established for populations of Indigenous and peoples of African descent. Specifically, in measure 90, the States are urged to, “Guarantee Indigenous peoples’ right to communication and information, ensuring that national statistics respect the principle of self-identification, as well as the generation of knowledge and reliable and timely information on Indigenous peoples through participatory processes, with reference to their “requirements and international recommendations relating to these issues.”

For its part, measure 94 (of the Montevideo consensus on population and development highlights the need to, “Consider the special demographic and sociocultural dynamics of Afro-descendent populations in the design and implementation of public policies, ensuring their full participation and the development of disaggregated statistics.” Likewise, specific measures to put this development agenda into practice, particularly in measure 103, emphasizes the need to, “Ensure sufficient financial and human resources to develop integrated systems that provide reliable, timely, good-quality, gender-sensitive information, disaggregated by territory, sex, age, race, ethnicity and socioeconomic status, to facilitate decision-making and the formulation, follow-up and appraisal of development policies and programmes.”

- IX.** That the 2030 Agenda and the Sustainable Development Goals (SDGs) defined in 2015 are destined to be achieved by all the world’s populations in their diversity. In particular, objectives 1, 2, 4, 6 and 7 have specific goals for addressing vulnerable populations, including Indigenous peoples and peoples of African descent.
- X.** That in 2016 the Organization of American States (OAS) issued the Declaration on Indigenous Peoples; in which, the States Parties assumed a series of commitments to guarantee Indigenous peoples the enjoyment of their individual and collective rights. This declaration establishes in Article 1, subsection 2), which indicates that, “Self-identification as Indigenous peoples will be a fundamental criterion for determining to whom this Declaration applies. States shall respect the right to such self-identification as Indigenous, whether individually or collectively, in keeping with the practices and institutions of each indigenous people.”
- XI.** That in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and, in particular, in the VII Country-level Report presented in 2017, it is recommended that “...the State party adopt legislative and other measures, including temporary special measures, to protect women in the above-mentioned groups from intersecting forms of discrimination and collect statistical data disaggregated by sex and age for all the above-mentioned groups in all areas covered by the Convention, in both the public and private spheres.”
- XII.** That within the Committee on the Rights of the Child and, specifically in the V and VI reports issued for Costa Rica in 2017, articles 11 and 27 to “ensure that data is disaggregated by age,



sex, disability, ethnicity, country of origin or migratory, refugee or asylum status (and guarantee) the unified collection of data related to violence against children, disaggregated by age, sex, disability, geographical location, sexual orientation and gender identity, ethnic and national origin, and socioeconomic background, and use these data as a basis for public policies.”

- XIII.** That the Inter-American Convention Against All Forms of Discrimination and Tolerance establishes the duties of Member States that undertake to prevent, eliminate, and punish acts and manifestations of racism, racial discrimination, and related forms of intolerance. In particular, Article 12 of the Convention establishes the commitment of States to “collect, compile, and disseminate data on the situation of groups or individuals that are victims of discrimination and intolerance.” While Article 15 states “The reports that the States Parties submit to the Committee shall also contain disaggregated data and statistics on groups in situations of vulnerability.” Costa Rica ratified this convention through Law 9358 on August 5, 2016.
- XIV.** That the Political Constitution of the Republic establishes in Article 1 that “Costa Rica is a democratic, free, independent, multi-ethnic and multicultural Republic”<sup>1/</sup>. This constitutional reform implies the recognition of the diverse character of the country’s population and constitutes a vindication of the contributions of the Indigenous, African, Asian and European descendant populations, among other groups, to the Costa Rican culture.
- XV.** That Law 2694 Against Labour Discrimination, issued in 1960, in its first article prohibits “...all forms of discrimination, determined by distinctions, exclusions or preferences, based on considerations of race, colour, sex, age, religion, marital status, political opinion, national ancestry, social origin, affiliation or economic situation, which limits equal opportunities or treatment in terms of employment or occupation.”
- XVI.** That in 1977 with the approval of Law 6172, known as ‘the Indigenous Law’, established the right to collective property of Indigenous peoples and their self-administration.
- XVII.** That Law 7711 of 1997, the Elimination of Racial Discrimination in Educational Programmes and the Collective Media, decrees as its objective “...to achieve the integral development of all people who live together in society, under equal conditions and opportunities, without impairment based on ethnic or cultural origin.”
- XVIII.** That Law 7788 of 1998 on Biodiversity, Article 9, contemplates the concept of cultural diversity and its importance, indicating that the “...diversity of cultural practices and knowledge associated with the elements of biodiversity must be respected and promoted, in accordance with the national and international legal framework, particularly in the case of farming communities, Indigenous peoples and other cultural groups.”

---

1/ Thus, amended by the sole article of Law 9305 on August 24, 2015.

- XIX.** That in 1999, Law 7878 modified Article 76 of the Political Constitution in order to promote the protection of Indigenous languages in Costa Rica, so that the article indicates that “Spanish is the official language of the Nation. However, the State will ensure the maintenance and cultivation of the national Indigenous languages.”
- XX.** That the Ethnic and Linguistic Diversity Law, Law 8054, issued in 2000 decreed “...the last Sunday of September as the National Day of Ethnic and Linguistic Diversity. This celebration aims to highlight the importance of ethnic and linguistic minorities in national development, the construction of Costa Rican democracy and their contribution to promoting art, education, culture, written language and traditions.”
- XXI.** That, in 2001, through Law 8107, a new chapter on discrimination was incorporated into the Labour Code in the following articles:
- Article 618: “All discrimination at work for reasons based on age, ethnicity, gender or religion is prohibited.”*
- Article 619: “All workers who perform the same job shall enjoy the same rights, equal working hours and equal pay, without any discrimination based on age, ethnicity, gender or religion.”*
- Article 620: “The dismissal of workers for reasons based on age, ethnicity, gender or religion is prohibited.”*
- Article 623: “Any discrimination that harms a worker for reasons based on age, ethnicity, gender or religion may be reported to the labour courts.”*
- Article 624: “Employers who are proven to have dismissed workers based on age, ethnicity, gender or religion must reinstate the dismissed workers in their original job and compensate them with the amount of twelve (12) times the legal minimum wage corresponding to the position of the workers at the time of the ruling.”*
- XXII.** That in 2013 the National Policy for a Society Free from Racism, Racial Discrimination and Xenophobia was issued by Decree 38140-RE-PLAN, with the objective to adopt effective measures that promote social practices that are intergenerational, inclusive and respectful of diversity, to guarantee the full and effective exercise of the human rights of Indigenous and Afro-descendant peoples, migrants and refugees in Costa Rican society and eradicate all forms of discrimination, racism and xenophobia.
- XXIII.** That in 2015, the National Plan for Afro-descendants 2015-2018 was issued, with the aim of reducing inequalities in the living conditions of Costa Rican Afro-descendants with respect to the rest of the country’s population, as well as consolidating the activities carried out by various institutional entities to fulfil the objectives of the International Decade for People of African Descent: Recognition, Justice and Development. In relation to the aforementioned plan, the Health Plan for Afro-descendants 2018-2021 is derived from the National Plan, which establishes actions oriented towards, “Homologating the criteria of ethnic definition in the different health registries at the national level.”
- XXIV.** That the National Development and Public Investment Plan of the Bicentennial Administration 2019-2022 has the objective to generate inclusive economic growth at the national and regional levels, in harmony with the environment, that generates quality jobs, and reduces poverty and inequality. The Plan contemplates specific actions for vulnerable populations, such as Indigenous and Afro-descendant peoples, in the strategic areas of human security and education for sustainable development and peaceful coexistence.

**XXV.** That Law 9694 of the NSS, issued on June 13, 2019, in Article 4, declaring as public interest the statistical activity that allows for the reliable and timely production and dissemination of statistics for the true and comprehensive knowledge of the Costa Rican context, as a foundation for efficient public and private administrative management. In addition, Article 10, paragraph a) of the aforementioned law consolidates the principle of statistical confidentiality that governs the NSS, guaranteeing "...the protection of the data obtained by the NSS, for the preparation of statistics within the framework of this law. Public data that are freely accessible to all citizens are excepted from the application of this principle."

In addition, by virtue of its governing function, INEC must support the institutions of the NSS in the generation of information with statistical quality criteria, by issuing guidelines or guidance frameworks, methodologies, and standardized classifications that guarantee the comparability and complementarity of the information, according to articles 1 and 33, paragraphs a) and d).

**XXVI.** That the Institutional Policy for the Incorporation of an Ethnic-Racial Perspective in the Production and Dissemination of Statistics, approved by the INEC Board of Directors on April 12, 2016 through Agreement 6 of the Ordinary Session 805-2016, states that:

*"The National Institute of Statistics and Census in order to establish administrative and technical provisions, undertakes the development of a strategy to address the ethnic-racial perspective in statistical production of the National Statistical System. The former in order to provide guidelines for the production and dissemination of pertinent and timely statistics that allow to account for the situation of Afro-descendants, Indigenous peoples and other ethnic groups, and therefore, facilitate the adequate planning, design and evaluation of policies aimed at eliminating all types of inequality and discrimination, which in turn strengthens equal opportunities and improves the living conditions of diverse populations."*

**XXVII.** That the Guidelines for the Dissemination of Statistics and Access to Microdata of the National Statistical System, approved by the INEC Board of Directors on July 9, 2019, are established for the institutions of the NSS. With the purpose to, "...establish the provisions that ensure user access to statistical results, statistical microdata bases and metadata" of the NSS. Likewise, Article 10 indicates the ways of presenting national statistics, either through: a) product catalogues that include publication of results reports, statistical tables, infographics, indicator systems, and database query systems, among others and, b) generation of statistics and customized indicators, which implies developing products and services at the express request of institutions and users of statistics.

**XXVIII.** That the Quality Management System (QMS) of the NSS established by INEC, is the set of elements and processes that are harmoniously interrelated to contribute to achieving efficient and effective operations of the units in charge of statistical production within the institutions that make up NSS in normative, methodological and evaluative terms. In addition, within the QMS, the Statistical Production Model (SPM) is considered as the framework for the elaboration of official statistics. Therefore, institutions of the NSS should base their statistical production processes on this model and apply its stages as appropriate, considering the particularities of each type of statistical operation under their responsibility.



## Chapter I

### Objective, scope, definitions, principles and approaches

#### Article 1. Objective

The purpose of these technical guidelines is to establish the general provisions so that centralized and decentralized public institutions and agencies participating in the production, integration and dissemination of NSS statistical data, incorporate an ethnic-racial approach in their processes. Allowing the country to have access to pertinent and timely information for the State, civil society organizations, academia and the population in general. In this sense these guidelines will contribute to the adequate planning, design and evaluation of public policies that target eliminating all types of inequalities based on ethnic-racial factors by public, private and civil society sector institutions and agencies.

#### Article 2. Scope of application

These technical guidelines should be applied by the institutions that make up the NSS, understood as those that produce statistics relevant to better understanding the realities facing the country. As per Law 9694, the institutions that make up the NSS include:

- a) *INEC, created in Article 31 of law 9694, as the technical governing body of the NSS.*
- b) *Public Administration institutions, whose statistical activity is relevant to the various fields of Costa Rican life or that have administrative records of interest for the production of official statistics.*
- c) *Persons under private law who request their incorporation and are accepted by the CDINEC, in accordance with that established in the regulations of law 9694, and provided that they are responsible for producing and disseminating official statistics or have information records that serve as input for their elaboration.*

*The designation of the institutions that make up the NSS will be carried out by the CDINEC through agreements based on the institutional obligations for the production of official statistics, as established in the National Statistical Plan, and will be updated as stipulated by law."*

#### Article 3. Definitions and acronyms

For the purposes of these guidelines, the following concepts are defined as:

- a) **Ethnic-racial self-identification:** The human right held by all people to self-define as belonging to an ethnic group, based on individual conscience regarding their pertinence.
- b) **Human rights-based approach:** "... based on the equal and inalienable rights of all human beings provide the foundation for freedom, justice and peace in the world. (...) Recognizes that there are groups or populations whose rights are limited or threatened, due to processes of marginalization, exclusion or discrimination. (...) The objective of this approach is to address the complexities of development from

an integral perspective, taking into account the connections between people and imbalances of power or influence<sup>2/</sup>.

- c) **Diversity-based approach:** Promotes the recognition of human diversity (social, cultural, generational, age, linguistic, family, economic, sexual, disability, etc.) and the importance of their existence. It is necessary to incorporate this approach in the design and implementation of research and intervention strategies, to eliminate the conditions that generate inequalities between different groups and populations.<sup>3/</sup>
- d) **Ethnic-racial-based approach:** Its purpose is to produce statistics that show how in certain sociocultural contexts, ethnicity translates into inequalities in access to fundamental rights for certain populations. This approach encourages the active participation of the different ethnic groups in the processes of analysis and generation of policies aimed at the fulfilment of rights.
- e) **Intersectionality approach:** "... seeks to account for the way in which dominant systems (gender, class, race, ethnicity, age, etc.) intersect in bodies and subjectivities, causing particular forms of vulnerability and exclusion. These systems oppress the same person in different, simultaneous and combined ways"<sup>4/</sup>.
- f) **Official statistics:** Statistics produced and disseminated under proven and known standards and methodologies, which provide relevant information to support in the design, monitoring and evaluation of public policies and programmes, and therefore are encompassed in the National Statistical Plan (PEN for its name in Spanish).
- g) **Ethnicity:** The construction process of a collective consciousness that conveys a historical dimension<sup>5/</sup>. This collective conscience generates a sense of belonging and allows for group cohesion. Ethnicity refers to the construction of groups with their own and differentiated identities, around elements such as territory or lands of origin, although they do not physically occupy them, as occurs with diasporas, a dialect, or physical traits<sup>6/</sup>.
- h) **Ethnic group:** A community that shares elements of identity, such as a common ancestry, customs, territory, beliefs, worldview, language and a symbolic approach to a similar world.<sup>7/</sup> This allows them to recognize themselves as a group as well as for others to recognize them as such. Ethnic groups respond to categories of ascription and identification that are used by the actors themselves and, therefore, have the characteristic of organizing interactions between individuals<sup>8/</sup>.

2/ Taken from the United Nations Population Fund, The Human Rights-Based Approach <https://www.unfpa.org/human-rights-based-approach>.

3/ Taken from the reference framework for addressing LGBTI+ populations in the production and dissemination of official statistics [2019].

4/ Ídem.

5/ Taken from Torres, C. (2011). *Etnicidad y salud: otra perspectiva para alcanzar la equidad (Ethnicity and health: another perspective to achieve equity)*. Washington, D.C: Pan American Health Organization.

6/ Taken from Hutchinson, J., and Smith, A. (1996). *Ethnicity*. New York: Oxford University Press.

7/ Taken from Del Popolo, F., and et al. (2011). *Caja de herramientas para la inclusión de pueblos indígenas y afrodescendientes en los censos de población y vivienda: ¿Quiénes son los pueblos indígenas y afrodescendientes? (Toolkit for the inclusion of indigenous and Afro-descendant peoples in population and housing censuses: Who are the Indigenous and Afro-descendant peoples?)*. Santiago: CELADE-CEPAL, UNICEF, UNFPA and AECID.

8/ Taken from Barth, F. (1969). *Ethnic groups and their borders (Los grupos étnicos y sus fronteras)*. Oslo: Universitetsforlaget.

- i) **Ethnic-racial identity:** This refers to a feeling of belonging to a group of “others”, through the recognition of common characteristics that may be based on culture, phenotype traits, common ancestry, a shared history and worldview or similar trajectories that lead to the construction of the sense of the identity of a “we”<sup>9/</sup>.
- j) **Incorporation of the ethnic-racial approach:** This refers to the adoption in the production, integration, compilation, presentation and dissemination of statistics, concepts, variables and indicators, aimed at facilitating the study of inequalities or gaps that occur between different population groups due to their ethnic-racial condition.
- k) **Statistical indicators:** A quantitative variable or variables whose values are susceptible to interpretation within a field of knowledge, with respect to certain reference values, established theoretically or empirically.
- l) **NSS Institutions:** This refers to the institutions that make up the NSS and produce statistics or that have administrative records that allow for obtaining statistics of national interest on population and other related topics.
- m) **Guideline:** A normative provision that specifies procedures and processes related to a certain topic. Guidelines establish recommendations regarding the terms, conditions and limits within which they are developed.
- n) **Statistical operation:** The application of a statistical production process on a particular object of study, allowing for the generation of statistical information in a certain area or theme of the national context.
- o) **Cultural pertinence:** This refers to the statistical products conceptualized and disclosed considering the values and worldview of the ethnic groups, in such a way that these products respond to the specific requirements of the different groups.
- p) **Dialogue process:** This refers to the mechanism through which the INEC calls on civil society organizations, NSS institutions that produce and use statistical information, and experts to meet the needs for statistical information on ethnic-racial issues. This process seeks to jointly define the essential elements for their measurement and that INEC, as the governing body of the NSS, issues and updates the parameters that guide the relevant and quality statistical production.
- q) **National Statistical System:** The system that rationalizes and coordinates statistical activity. It is made up of the INEC as the technical governing body of the NSS, public administration institutions with relevant statistical activity in the various fields of Costa Rican life or that have administrative records of interest for the production of official statistics, and by incorporated private entities at the request of the NSS, provided that they are responsible for producing and disseminating official statistics or have information records that serve as statistical inputs.

---

9/ Taken from Torres, C., and Burdano, E. (2009). Etnicidad y salud (Ethnicity and Health). Obtained from PAHO: virtual campus for public Health: [https://cursos.campusvirtualsp.org/pluginfile.php/3259/mod\\_resource/content/0/determinantes/lecturasprincipal/unidad\\_3.2/lp\\_3.2\\_Etnicidad%20y%20salud.pdf](https://cursos.campusvirtualsp.org/pluginfile.php/3259/mod_resource/content/0/determinantes/lecturasprincipal/unidad_3.2/lp_3.2_Etnicidad%20y%20salud.pdf)

## Article 4. Principles

The guiding principles of these technical guidelines are as follows:

- **Participation:** This refers to the active involvement of all people interested in the subject matter (civil society organizations, institutions and experts), who from their knowledge and experience contribute to the collective construction of knowledge, making the guidelines the result of consensus and to guide in the generation of pertinent statistical information. Participation also allows for a better understanding of the situations facing various populations and monitoring progress in the exercise of their fundamental rights.
- **Reciprocity:** This is the recognition that the dialogue process provides mutual benefit. Not only does it result a product that meets the different requirements, but also results in greater knowledge and its transformation to enrich each individual part.
- **Statistical rigor:** This refers to compliance with the technical requirements of statistical sciences to guarantee the generation of relevant, comparable and quality information, as well as guaranteeing the exercise of technical autonomy- the independent and objective development of statistical activities, based exclusively on statistical principles.

**Article 5.** These guidelines are based on approaches focusing on human rights, diversities and intersectionality.



## Chapter II

### Incorporation of an ethnic-racial approach in statistical measurement

**Article 6.** The institutions of the NSS that prepare statistics on population should incorporate an ethnic-racial approach, so that statistical information is readily available to identify inequalities and gaps between different groups in social, cultural, political and economic domains.

**Article 7.** For the statistical measurement of ethnic-racial identity, the institutions of the NSS should use the self-identification methodology, based on the right held by all people to recognize themselves as part of an ethnic group.

**Article 8.** The institutions of the NSS should incorporate the basic variables to make it possible to identify the different ethnic-racial groups of interest, using the same questions defined by INEC through the dialogue process in order to guarantee standardized statistical measurement that allows for comparability and complementary analysis of statistical information sources.

## Chapter III

### Awareness raising and training

#### *Section I*

#### *Information and awareness from informants / population*

**Article 9.** The institutions of the NSS should develop and implement communications and awareness-raising actions aimed at the population to publicize the relevance and use of the information requested. The strategy should consider the diversity of audiences and focus its efforts on ensuring that informants have clarity about the data they provide.

#### *Section II*

#### *Training of technical personnel*

**Article 10.** The institutions of the NSS should design and implement a training and awareness raising strategy oriented to the personnel participating in generating statistical information processes, considering the particular characteristics of the target population.

**Article 11.** The training process should include content on the relevance of the human rights-based approach and its operationalization in the self-identification approach, as well as the role that they play as human rights promoters.

## Chapter IV

### Statistical products

#### *Section I*

#### *Generation of indicators*

**Article 12.** The institutions of the NSS should calculate indicators with their respective methodological specifications for each ethnic group as appropriate, ensuring the principles of quality and statistical representativeness that allow for the situation analysis of each population.

**Article 13.** The institutions of the NSS should carry out a participatory and joint construction process both with civil society organizations and with user institutions and experts in the issues that allow for the generation of indicators with cultural pertinence.

**Article 14.** The institutions of the NSS should produce statistical indicators in accordance with their attributions that allow for monitoring international commitments signed by the Costa Rican State on human rights and the eradication of racism and discrimination.

#### *Section II*

#### *Dissemination of results*

**Article 15.** The institutions of the NSS should work in association with civil society organizations and other population sectors in the design of statistical products with cultural pertinence and that are widely understandable for all people, and that are disseminated by the most appropriate means to enhance their use in decision making.

**Article 16.** The institutions of the NSS should make the data available to its users, disaggregated by each ethnic-racial group as appropriate, gradually incorporating variables such as: sex, age, immigration status, and disability, among others, supporting the intersectional approach in data analysis.

**Article 17.** For statistical operations that are prepared from sample surveys, the publication of results must be accompanied by the variability estimates (the confidence interval, standard error, their respective coefficient of variation and the design effect). In the event that the institution decides not to publish data because it considers the indicators of precision (estimated coefficient of variation or the estimated design effect) do not meet the required standards of quality, a clarification must be included so that people and user institutions are aware of the reasons why the estimates are not available.

This document was approved by resolution 3 issued by the INEC Board of Directors, in the ordinary session 30-2021 on October 5, 2021.

San José, Costa Rica, 2021.

## ANNEX 1

For the operationalization of these guidelines, the Operational guide for the technical guidelines to incorporate an ethnic-racial approach in the production of statistics by the National Statistical System was prepared and is available on the INEC website <http://sen.inec.cr/> (in Spanish). Below is an extract of the current questions for the measurement of ethnic-racial identity:

### Basic Questions

The first question allows for the identification of the ethnic group of which people self-identify.

According to your ancestry, customs and traditions, is (name) considered...	
... indigenous? .....	<input type="radio"/> 1
... afro-descendant or "black"? .....	<input type="radio"/> 2
... mulato/a <sup>10/</sup> ? .....	<input type="radio"/> 3
... chinese or of Chinese descent? .....	<input type="radio"/> 4
... mestizo/a <sup>11/</sup> ? .....	<input type="radio"/> 5
... white? .....	<input type="radio"/> 6
Other .....	<input type="radio"/> 7
None .....	<input type="radio"/> 8
Unknown .....	<input type="radio"/> 9

In order to carry out subsequent analysis allowing for the identification of interest groups, it is recommended (in those statistical operations where it is considered pertinent), to include a "write in" space under the "Other" category, so that the self-identifying declaration can be recorded verbatim.

10/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by Afro-Descendant civil society organizations as part of an extensive dialogue process.

11/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by civil society organizations as part of an extensive dialogue process.

Likewise, it is recommended to assess the addition of the category “Did not respond” (no response) to identify the population that does not provide this information and thus be able to carry out actions to raise awareness about the issue. The concepts associated with this question are detailed below:

- **Indigenous:** Refers to a person who self-identifies as belonging to any of the Indigenous peoples of the country, of other countries or recognizes the legacy of those peoples to their identity.
- **Afro-descendant or “Black”:** Refers to a person who mainly recognizes their identity within the cultural roots of African descent and the African diaspora.
- **Mulato/a<sup>12/</sup>:** Refers to a person who recognizes themselves as the result of a process of inter-racial ancestry, in which they mainly recognize Afro-descendant cultural roots and those of the African diaspora.
- **Chinese or of Chinese descent:** Refers to a person from or with ancestry from the People’s Republic of China, including Taiwan and Hong Kong. It does not include people of other Asian ancestry.
- **Mestizo/a<sup>13/</sup>:** Refers to a person who recognizes being the result of a process of inter-racial ancestry and who, at the same time, mainly values the Hispanic-American cultural and historical legacy.
- **White:** Refers to a person who is identified mainly with Hispanic American cultural and historical legacy, while also identifying with European or Anglo-Saxon cultural and historical legacy.
- **Other:** Refers to a person who self-identifies within an ethnic group not mentioned in the previous categories.
- **None:** Refers to a person who does not self-identify with any ethnic group.

The second question, considered as basic, asks if the person who self-identifies as Indigenous, Afro-descendant and Chinese or of Chinese descent, speaks the language of their ethnic group as well as Spanish. This is due to the identification of language variables as a strategic issue in order to identify barriers in accessing services related to fundamental rights such as health and justice, among others.

---

12/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by Afro-Descendant civil society organizations as part of an extensive dialogue process.

13/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by civil society organizations as part of an extensive dialogue process.

Population	Questions and Categories
Indigenous	<p>Can (Name) have a conversation in an Indigenous language?</p> <p>Yes ..... <input type="radio"/> 1      No ..... <input type="radio"/> 2</p>
Afro-descendant, "Black" or Mulato/a <sup>14/</sup>	<p>Can (Name) have a conversation in Limonese Creole? (Patuá or Creole English)</p> <p>Yes ..... <input type="radio"/> 1      No ..... <input type="radio"/> 2</p>
Chinese or of Chinese descent	<p>Can (Name) have a conversation in Mandarin, Cantonese, or another Chinese dialect?</p> <p>Yes ..... <input type="radio"/> 1      No ..... <input type="radio"/> 2</p>
Indigenous, Afro-descendant, or Mulato/a <sup>15/</sup> , Chinese or of Chinese descent	<p>Can (Name) have a conversation in Spanish?</p> <p>Yes ..... <input type="radio"/> 1      No ..... <input type="radio"/> 2</p>

The concepts associated with this question are detailed below:

Language is one of the elements that generates the greatest sense of belonging to an ethnic group. For the purposes of statistical operations, the following language categories will be investigated:

- **Indigenous:** This refers to the different languages of Indigenous peoples, identified as living languages: Maleku, Bribri, Cabécar, Nágberé, Buglere, as well as the languages known as Térreba, Brorán, Brörán T'rocuó, among other glottonyms which are considered by some to be a dialect of Teribe. Teribe is spoken in Panama with considerable vitality (Quesada & Adelaar, 2007). Térreba itself is considered extinct (Quesada & Adelaar, 2007).
- **Creole Limonese (English Creole or Patuá):** Refers to a Creole-based English, related and similar to Jamaican Creole (Herzfeld, 1978). Its origins date from the strong immigration of the Antillean population during the construction of the railway to the Atlantic and subsequent banana production (Instituto de Investigaciones Lingüísticas (Institute for Language Investigations), 2018).

It is pertinent to clarify that correct name, considered by organizations, is "Creole Limonese." However, there is consensus that not all of the population identifies the language using this term and, therefore, to operationalize measurements and to better capture the required data, other terms with which this language is known are included. Such is the case of "Patois", although it is written in this way the population pronounces it as "Patuá", making it customary to include the phonetic spelling as this information is usually read by those collecting information in this category.

14/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by Afro-Descendant civil society organizations as part of an extensive dialogue process.

15/ The inclusion of this term in Spanish, has been discussed, defined and agreed upon by Afro-Descendant civil society organizations as part of an extensive dialogue process.

- **English:** Refers to people who speak English in its different forms (i.e., American English, British English or Australian English, etc). This does not consider those that speak Limonense Creole, as they are considered in the previous category.
- **Mandarin, Cantonese or other Chinese dialect:** Mandarin is the official language of the People's Republic of China which is spoken mostly in the centre and northern parts of China. Cantonese corresponds to "traditional Chinese" and is known as "yuè", which predominates among the Chinese population in the country. Some Chinese persons or those of Chinese descent may speak other Chinese dialects.
- **Spanish:** Refers to people who speak Spanish or Castilian, in its different forms (i.e., Costa Rican Spanish, Argentine Spanish, etc.).
- **Another language:** Refers to any other language that does not correspond to any of the previous categories (i.e., Portuguese, Russian, Italian, etc.). Likewise, it can correspond to Costa Rican Sign Language (LESCO), where people, even if they do not speak by voice, can communicate by conventional signing.

## Supplementary questions

While a supplementary question is proposed, it is left to the consideration of the persons in charge of the statistical operation, taking into account its technical feasibility to generate information with the statistical quality criteria.

In the case of statistical operations that do not make use of sample surveys, such as population census and administrative records, a question should be included that examines the Indigenous Peoples to which those self-identifying as Indigenous belong. This, given that each Peoples is an ethnic group and therefore presents different conditions.

This recommendation is due to the fact that the population of some Indigenous Peoples is very small and therefore, its capture in samples that are not designed with this objective, is difficult and the results may lose their statistical representativeness.

To which Indigenous Peoples does <i>(name)</i> belong?			
Bribri .....	<input type="radio"/> 1	Ngäbe-Buglé .....	<input type="radio"/> 7
Brunca o Boruca .....	<input type="radio"/> 2	Teribe, Térraba o Bröran .....	<input type="radio"/> 8
Cabécar .....	<input type="radio"/> 3	Miskito .....	<input type="radio"/> 9
Chorotega .....	<input type="radio"/> 4	Other .....	<input type="radio"/> 10
Huetar .....	<input type="radio"/> 5	None .....	<input type="radio"/> 11
Maleku .....	<input type="radio"/> 6		

The concepts associated with this measurement are described below:

- **Indigenous peoples:** This corresponds to the self-identification of belonging to a group, due ancestry from Indigenous populations and who share cultural elements of common origin such as language, nexus with the land and nature, gastronomy, customary law, spirituality and worldview (United Nations, 2007, pg. 1). It is a cultural concept and does not allude to a locality or geographical location, in spite of a nexus with the land as a fundamental aspect. In Costa Rica there are eight Indigenous peoples, arranged alphabetically:
  - Bribri
  - Brunca or Boruca
  - Cabécar
  - Chorotega
  - Huetar
  - Maleku
  - Ngäbe-Buglé
  - Teribe, Térraba or Bröran

Note that the question includes the Miskito Peoples as a category. In spite of their origins in the Caribbean coast of Nicaragua and Honduras, there are concentrations in some areas of the country and therefore they have been subject to certain institutional actions.

- **An Indigenous Peoples from another country:** Refers to Indigenous Peoples from other countries and habitual residents in the country.
- **None:** Corresponds to the cases of people who self-identify as Indigenous, but who for different reasons, do not recognize their belonging to a specific Peoples.

This battery of questions may be expanded according to the interests and technical scope of the statistical operation, be it a census, surveys or administrative records, as long as they respond to the same theoretical-conceptual framework of the basic questions and have been constructed under the standards of the statistical production model.

This is due to the fact that the established questions are the result of an extensive dialogue process and various technical tests, both cognitive and in pilots in the field.

It should be noted that this measurement is continuous. Its review and adaptation will be continually carried out through a process of dialogue and consensus led by INEC.







[www.inec.cr](http://www.inec.cr)

INEC, 450 meters west of La Bandera roundabout, Los Negritos street,  
Ana Lorena Building, Mercedes, Montes de Oca, Costa Rica.  
**Email:** [informacion@inec.go.cr](mailto:informacion@inec.go.cr) **P.O. box:** 10163 - 1000 San José, C. R.  
**Telephone:** 2527-1144, 2527-1145, 2527-1146 y 2527-1147