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Implementation of the UN Legal Identity Agenda in selected African Countries: Synthesis Report Review of the 10 Country Assessment Reports

Prepared by the UN LIA Task Force Secretariat

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Introduction

The United Nations Legal Identity Agenda (UN LIA), which advocates a life cycle model of legal identity "from birth to death", was introduced in 2019¹ to address the challenges faced by Member States to achieve some of the Sustainable Development Goals (SDGs), in particular Goal 16.9 (Legal Identity for All), which refers to the guarantee of legal identity for all by 2030. The key objective of the UN LIA is to ensure a comprehensive, harmonized and coordinated approach of all United Nations agencies and programmes, in providing advice and support to Member States in the development of holistic, interoperable, and sustainable civil registration, vital statistics and identity management systems. The benchmark goal of UN LIA is to close the global identity gap by 300 million by 2025.

The UN Economic Commission for Africa (UNECA) supported by the UN LIA Task Force (UN LIA TF) had undertaken rapid country-level assessments in 10 countries which had expressed strong desire and commitment to implement UN LIA in the context of national systems and circumstances. The assessment focussed on the current status of CRVS and ID management and identified key opportunities to accelerate work to "leave no one behind" by strengthening CRVS and integration of CRVS into other national identity systems to support a holistic approach to legal identity in a manner that ensures human rights, in particular privacy and data protection.

This report focuses on an overall review of the 10 Country Assessment Reports prepared by UNECA, synthesizes the findings and identifies specific areas of support to the government for accelerated implementation of UNLIA through UNCTs with support from the UN LIA TF members.

The following methods were followed for preparing the synthesis report

- Review all the 10 country assessment reports
- Validation of information using other available documents
- Discussion with ECA review team to gain clarity regarding certain parts of the report and existing processes in the countries

Content and Structure of the Report

This report synthesizes the findings of the rapid assessments to present an overview of the current status of civil registration (CR), national identity (NID) and vital statistics (VS) systems and highlight some of the common and also country-specific challenges affecting the performance of these individual systems across the 10 countries. It also analyzes the manner and extent to which these three systems interact with each other at the operational level as well as the opportunities they present and challenges they pose in building an integrated and holistic legal identity system as envisaged in the UN LIA Framework. The report also delves into the existing legal framework and organizational structures that support the implementation of the CR, VS and NID functions and examines their strengths and challenges in building and sustaining an integrated system of national identity management. Recognizing that some of these countries would have achieved higher levels of maturity with regard to the progress made in CR, NID or VS as individual systems or as an integrated

¹ The UNLIA was preceded by the UN Legal Identity Expert Group (UNLIEG) which was already established in 2018.

system, the report to the extent possible, attempts to highlight these achievements for other countries to learn and emulate from. The report, based on the information available, tries to benchmark the current system in each country against the UNLIA framework using a few important parameters. In conclusion, the report provides a set of recommendations for steps to be taken by the UNLIA Task Force in assisting countries in building a holistic and integrated system in line with the UNLIA framework.. The report purposely excludes the topics on marriage and divorce registration as it wants to delve deep into the two most important events of birth and death, in an effort to identify and analyze the challenges faced by the countries in the establishment and maintenance of a holistic and intergrated identity management system².

The Report includes the following Sections

1. Section 1: Status of CR Systems - issues and challenges
2. Section 2: Status of VS Systems- issues and challenges
3. Section 3: Status of NID Systems and their interoperability with CRVS systems – issues and challenges
4. Section 4: Recommendations
5. Annexes

Section 1: Status of CR Systems – issues and challenges

Level of completeness of registration of births and deaths

Civil Registration Systems in the 10 countries included in the report are at various levels of maturity in terms of the registration completeness and efficiency in delivery of services. The level of birth and death registration with its sources and year is provided in Table 1 below

Table 1: Level of registration of births and deaths, sources³ and year

Sl. No	Country	Percentage of birth registered (Source and Year)	Percentage of death registered (Source and Year)
1.	Cameroon	62 % (DHS ⁴ 2018)	Not available but suggested to be less than 3%
2.	Côte d'Ivoire	72% (MICS ⁵ 2016)	Not available but assumed to be less than 20 %
3.	Democratic Republic of Congo	40% (MICS 2018)	Informal calculation puts it at around 2%, based on death registration data collected by the Ministry of the Interior.
4.	Kenya	83 % (Civil Registration Service 2019)	41 % (Civil Registration Service 2018)

² : It is to be noted that these events play an important role in establishing family trees in the population register.

³ The indicator for birth registration level from survey such as MICS and DHS is 'Percentage of children under age 5 whose birth has been registered with a civil registration authority'

⁴ Demographic and Health Survey

⁵ Multi-Indicator Cluster Survey

5.	Liberia	66 % (DHS 2019-2020)	Less than 5% (Liberia Institute of Statistics and Geographic Information System (LISGIS) and MOH estimation)
6.	Mozambique	55% (Malaria Indicator Survey 2018)	12 % (National Directorate of Registry and Notaries, 2014)
7.	Niger	66% (Directorate for Civil Registration, Migration and Refugees (DGECMR) Report 2019)	Less than 5% (Informal calculation based on death registration data collected by the Ministry of the Interior)
8.	Nigeria	43% (DHS 2018)	Not available but unofficial report indicates 10% (Snapshot of CRVS Systems in Nigeria, 2017)
9.	Sierra Leone	90% (DHS 2018)	Not available
10.	Zambia	22% CR summary reports, Department of National Registration, Passports and Citizenship (DNRPC), Registration and Identification Coverages - Country Profile, 2019)	19% (according to CR summary reports Department of National Registration, Passports and Citizenship (DNRPC), Registration and Identification Coverages - Country Profile, 2019)

The level of completeness of birth registration ranges from 90 % in Sierra Leone to as low as 22 % in Zambia. Kenya is the only other country with a relatively high birth registration level of 83%. There are four countries, including Zambia, that have not yet reached 50 % completeness in birth registration; these are DRC, Liberia and Nigeria. The highest level of death registration is reported by Kenya being 41%. All the other countries reported a death registration level of less than 20%.

A quick look at the sources of the data for birth registration completeness from the above table shows that not all countries compile data from the civil registration records and rely on other sources such as MICS and DHS⁶. Measurement of completeness of registration level using surveys is not the best option for monitoring the outcome of CRVS systems as these do not reflect the current situation and at best, can be considered a stop-gap arrangement. Most countries do not compute death registration levels and the estimates provided are mostly based on informal and unofficial estimates.

Delivering certificate as a proof of registration of vital events in a timely manner to the client is a true measure of the efficiency of a civil registration system. Unfortunately, none of the 10 countries has any system in place to routinely compile this data from the civil registration records. For a few countries, the MICS and DHS publish data on percentage of children under 5 years of age having a birth certificate. However, similar data on certification of death and marriage events are not available from any source. Table 2 below shows the data on the possession of birth certificates for those countries for which these are available

⁶ The indicator used to measure completeness is percentage of children under five years of age whose births have been registered with a civil authority. This available data is presented by disaggregated age-group, for example for age under one year, which can be used as closest proxy. Moreover, neo-natal deaths are likely to be missed.

Table 2: Percentage of under-five children whose births have been registered and those who have a birth certificate

Sl. No	Country	Number of children under age 5 years		Source
		whose birth have been registration with a civil authority	who possess a birth certificate	
1.	Cameroon	62 %	54 %	MICS 2014
2.	Côte d'Ivoire	72 %	60 %	MICS 2016
3.	Democratic Republic of Congo	40 %	35 %	MICS 2018
4.	Kenya	67 %	24%	DHS 2014
5.	Liberia	66 %	30 %	DHS 2019-2020
6.	Mozambique	55 %	Not available	
7.	Niger	66 %	Not available	
8.	Nigeria	43 %	22 %	DHS 2018
9.	Sierra Leone	90 %	30 %	DHS 2018
10	Zambia	22%	6 %	DHS 2018

The biggest gap in registration and certification of births is found to be in Sierra Leone with 60 per cent children out of those who registered did not have a birth certificate. There seems to be a clear divide between the French or Portuguese -speaking and English-speaking countries⁷ – in the latter group less than half of children under 5 years of age who had their birth registered did not possess a birth certificate.

Civil registration law

Each of the 10 countries has a specific law that provides for the organization and management of a civil registration system and lays down the procedures of registration of vital events. The civil registration laws in four Francophone countries included in the study (Cameroon, Cote d' Ivoire, Niger and DRC) and Mozambique (Portuguese speaking), in addition to birth and death registration, also provide for registration of marriage and divorce. In the remaining countries namely, Kenya, Liberia, Nigeria and Sierra Leone⁸ marriage and divorce registration are administered under a separate law. The slow progress in civil registration in the past many years were largely due to cumbersome and complex procedures that sprung from CR laws which were inherited from colonial legislation and were incongruous with social and cultural norms of the country. . Moreover, the CR laws were not favourable to providing smooth delivery of services as people have to travel long distances and pay fees and penalties for registration. Amendments made in the laws in some countries were limited and incremental as opposed to holistic and comprehensive. Again these were neither based on detailed analysis of the system nor aligned to international principles, standards and best practices. This situation seems to be changing for the better now, as more and more countries on the continent are

⁷ The French-speaking countries are Cameroon, Cote D'Ivoire, Democratic Republic of Congo, Mozambique is a Portuguese speaking country and rest are English-speaking

⁸ Although, registration of marriage and divorce in Sierra Leone have now been included under the National Civil Registration Act 2016, the various laws on marriage and divorce for religious groups are still be used as these laws have not been repealed.

bringing in new CR laws based on findings and recommendations of the comprehensive assessments that these countries undertook in recent years. It can be seen from Annex 1 that as many as six out of the 10 countries under study have instituted new laws since 2010. The CR laws for DRC, Kenya⁹, Zambia, and Nigeria date back to 1987, 1972, 1973, and 1992 respectively. However, in DRC, Family Code of 1987, that currently governs the registration of vital events was revised and adopted in 2016, which though is yet to be passed by the Parliament as there was a need to revise it again, the process for which is still underway. . Kenya is soon going to promulgate a new law, to be known as the Huduma Act, which aims at establishment of an integrated system of civil registration and national identity systems. Notably, three (Cote D'Ivoire, Niger, and Sierra Leone) out of the six countries which enacted new CR laws after 2010 mainly through amendments to the existing laws, widened their scope by way of making suitable provisions for establishment of an integrated system of civil registration and identity management in line with the UNLIA model, in which a unique identity number is issued at birth and end retired at death. In Cameroon, a new Civil Registration Law is under active consideration of the legislatures, which if passed by the Parliament will form the basis for reforming of civil registration, vital statistics and identity management in the country.

Registration organization

Annex 2 provides the details of the national level agencies that are responsible for administering the civil registration system in their respective countries. While registration of births and deaths are administered by the same agency, registration of other vital events such as marriages and divorces in some countries are administered by other agencies which may fall under the jurisdiction of a different ministry. In six out of the 10 countries, Ministry of Interior is responsible for management and operations of birth and death registration with specific departments/directorates within the Ministry legally assigned for this purpose. For example, in DRC, the Directorate of Population under the Ministry of Interior and Security and in Nigeria the National Population Commission under the Ministry of Interior in the Office of the President are responsible for management and operations of registration of births and deaths. While in Cameroon and Cote-D'Ivoire registration of birth and death at the national level falls under the jurisdiction of the Ministry of Territorial Administration and Local Development, in Mozambique and Liberia, the civil registration functions are carried out by the Ministry of Justice and Ministry of Health respectively.

Annex 3 provides information on the lowest administrative levels at which civil registration services are delivered and also the number of such registration service points. In most countries the number of registration centres are not sufficient to cater to the population in the catchment area that these centres serve, particularly in rural areas. Countries such as Cameroon, Cote D'Ivoire and DRC have established secondary centres but are facing challenges in their operations in a sustained way. In some countries, such as Zambia and Liberia people have to travel to district headquarters, where the local registration centres are located.

Barriers to registration of vital events

One of the main objectives of a CRVS system in any country is to register every vital event occurring within its territory and to provide efficient, timely and quality service to each user. The information

⁹ Kenya has now prepared a bill known as Huduma Bill which proposes to provide efficient and accessible government services on national identity and registration of births, deaths and marriages through integrated delivery platforms. The Bill is still under the consideration of the Parliament.

collected from a complete and efficient civil registration system is also used to produce vital statistics for evidence-based policy making and programme planning and implementation. The information on births and deaths from the civil registration system are also used to update the population and identity register and forms the basis for legal identity and improved delivery of social and economic services to people.

This report identifies some of the common barriers that hinder the performance of the civil registration systems in the countries included in the study. In fact, all these countries are found to have more or less similar barriers to registration, albeit in varying degrees. However, there are examples of countries that have in the recent past taken concrete steps to remove some of the bottlenecks and created opportunities that are helping them to overcome some of the identified barriers. The barriers can be broadly classified into two categories namely, user-centric (demand side) barriers and provider-centric (supply side) barriers and some of the common ones as identified from the country assessment reports are listed in Table 3 below.

Table 3: Common barriers to civil registration by categories

	User-centric barriers		Service-provider centric barriers
1	Poor accessibility (geographical and financial) to registration services	1	Inefficient business processes for the core civil registration processes and sub-processes ¹⁰
2	Delay in registration and certification	2	Inappropriate legal provisions some of which, do not cater for special and vulnerable groups of populations
3	Inadequate knowledge among the people on the importance and process of registration	3	Insufficient human resources and low capability
4	High cost of registration (direct or indirect)	4	Poor management ¹¹ and coordination
5	Poor quality of services and products	5	Weak ICT capabilities
6	Insufficient demand for certificates	6	Poor physical infrastructure
7	Complicated procedures and requirements of documents	7	Inadequate financial resources (government and external)
8	Social norms and cultural practices		

It would be important to mention here that barriers listed above may not be exhaustive enough to cover all possible challenges faced by the civil registration systems in these 10 countries. Furthermore, the barriers are not necessarily uncorrelated, for example lack of training of registration functionaries (supply side barrier) may result in poor quality of civil registration products (demand side barrier) such as the certificates or statistical data. Therefore, the discussion with regard to the barriers to the civil registration systems in this report is not organized strictly in the sequence in which these are listed in Table 3 but in a more holistic way keeping in mind the correlations between these barriers. The manner and extent to which these barriers are hindering the efforts of these countries in building and

¹⁰ Sub-processes among others, include the actual workflow within the registration centre, which often include non-value-added or wasteful activities leading to delay in registration and issuance of certificate.

¹¹ Management can include activities related to supervision, monitoring and evaluation.

implementing an integrated CRVS and ID management systems in line with the UNLIA framework are also highlighted, wherever relevant.

Political, Legal and Organizational settings – challenges and strengths

One of the biggest strengths of the CRVS programme in Africa since 2010¹² has been the sustained political commitment shown by almost all the countries on the continent, including the ones under study, to improve their CRVS systems through a more holistic and integrated approach. This is amply demonstrated by the fact that all the 10 countries had conducted at least one comprehensive assessment of their CRVS systems. Further, between 2010 and 2019, eight countries (barring Cote D'Ivoire and Niger) developed strategic and action plans for improvement of their CRVS systems based on the recommendations of these assessments. The unwavering and continuing political commitment of these countries is also evident from the fact that six out of the 10 countries have amended their civil registration laws, with few among them aligning a number of provisions to the international recommendations and best practices. For example, in Cote D'Ivoire some of the new legal provisions include a) bringing civil registry services closer to the people using new providers in the notification-health care providers and community-based agents or village chiefs, b) compulsory nature of the production of statistics from vital events registries, c) assurance of vital events documents to refugees and stateless persons and for the protection of refugees and stateless persons. In Cameroon, new legal provision was made in the law to improve accessibility through establishment of secondary centres attached to the main centres located within the communes. The new legal framework in Niger provides for a) harmonisation of the time limits for declaring civil status events, b) including divorce as a vital event, c) registration of civil status events in emergency situation, d) compiling of vital statistics and collection and compilation of data on causes of death. In Mozambique, the new law requires the community leaders and health personnel to notify occurrence of births and deaths. It also provides conducive environment for the introduction and use of technologies such as the SMS technology for birth notifications, issuance of National Unique Identity Code and use of the e-CRVS platform at the registration posts and conservatories. The new law provides the scope for IT supported capability for applicants to obtain birth or death certificates from anywhere in the country.

Cameroon, Cote D'Ivoire, Sierra Leone, and Niger made radical amendments in their civil registration laws that aimed at building integrated and interoperable civil registration and identity management systems. The three among these four countries (Cote D'Ivoire, Sierra Leone and Niger) created a single agency for management and operations of the newly designed system. In Kenya, the Huduma Bill when enacted, is expected to harmonize and consolidate the laws of registration and identification of persons whereby the National Integrated Identity Management System (NIIMS) will be established. The legal and organizational changes were largely aimed at simplifying the procedures of registration and strengthening the operations and management of civil registration systems. All the 10 countries have established inter-ministerial high-level committees to provide guidance and oversight to the implementation of their strategic and action plans. Most of the countries have also established committees at the technical level to ensure that the planned activities are implemented in a coordinated way and with the necessary technical rigour.

¹² The year 2010 is a watershed for the CRVS programme in Africa as in that year the First Meeting of the African Ministers responsible for civil registration was held in Addis Ababa. Since then, three (or four) more such conferences were held clearly pointing towards the continued political commitment from the African leaders.

Despite significant efforts in strengthening organizational and legal structures and developing specific time-bound plans for improving their CRVS systems, implementation has remained a challenge in most of the countries. The new laws are yet to be fully operationalized in some countries; for example, in Sierra Leone and Cote D'Ivoire the regulations/sub-decrees have not been notified or standard operating procedures are yet to be developed. The coordination committees in many countries only exist on paper and are not fully functional resulting in inadequate monitoring of the planned activities. Financing of activities has remained a major bottleneck in almost all the countries. Annex 4 provides a brief account of the extent and nature of support provided by various development partners and major donors. Although development partners and donors contributed to the overall strengthening of civil registration systems in several countries, in some, these were limited to supporting of specific pilots and projects as well as funding routine activities such as salary of staff (Liberia) or printing of registration forms (DRC). Such supports are clearly not sustainable and can bring the systems to a complete halt when they are withdrawn or come to an end on completion of the project.

Impact of conflict on civil registration

Out of the 10 countries assessed, six, namely Cameroon, Cote D'Ivoire, Liberia, DRC, Mozambique, and Sierra Leone have recently emerged out of civil conflict situations, with Mozambique having to deal with insurgencies as recent as in 2018. The conflict situations have affected and disrupted the CRVS system in more ways than one. The unrest in these countries have fuelled mass exodus resulting in Internally Displaced Persons (IDP), vandalism and destruction of government infrastructures, and systematic demolition of civil records prompted the countries to build their CRVS system afresh. On the other hand, Nigeria and Kenya are still struggling to ensure peace and security within its border with the rise of conflicts based on religion and the emergence of terrorist outfits such as the Boko Haram. The risk of statelessness is on a rise in the far southeast of Niger (in Diffa region) where majority of the population lacks identification and civil status documents. In Cote D'Ivoire, the conflict fueled identity issues where a number of people were excluded or not considered citizens of the country/ All these countries are on the path of reconstructing their civil registration systems afresh. In Mozambique, the government undertook catch-up campaigns by delegating mobile brigades in both rural and urban areas to register both children and adults. Likewise, Sierra Leone invested a lot of resources and effort in rebuilding its systems and conducted mass registration of children in an effort to build a 'register of citizens'. This was followed by policy and institutional reforms aimed at enabling the integration of the adult population into the register of citizens, who by then relied only on the voter identity card.¹³ Destruction and loss of identity and civil status documents hinder access to rights, entitlements and services not just temporarily but permanently. This leads to further marginalisation of the marginalised communities, especially the women and children. Therefore, it is important for the governments to build and strengthen the resilience of civil registration systems which in future would not be dysfunctional during such emergency situations. It is also imperative for the governments to include mechanisms in the legal framework and which would enable the civil registration system to resilient, for example, ensure safe storage of records and develop well-defined process for their re-constructions.

¹³ Taken from the rapid assessment report of Sierra Leone

Barriers to civil registration system from client's perspective

One of the fundamental objectives of a civil registration system is to provide quality and timely service to families in terms of registration of vital events (occurring to them) and providing certificates. Therefore, strategies for strengthening a civil registration system should essentially be 'service-focussed' or in other words 'rights-based'. Supply-side barriers need to be seen from the perspectives of individuals in meeting their requirements for efficient and timely services. The improvement process should essentially begin with identifying and analyzing these service side barriers (See Table 3) and implementing strategies for removing or mitigating them. These strategies will broadly fall in the following seven areas of interventions – a) legal/policy framework b business processes and sub-processes of core civil registration processes;; c) human resources; d) management and coordination; e) physical infrastructure; f) Information and communication technology (ICT); and g) advocacy and communication.

Access to registration services

Access to registration services is a major barrier to complete registration in most of the countries under study. In a number of countries, long distance to local registration office is making it difficult for family members to travel to registration centres to report the vital event occurring to them. For example, in Niger the average distance to registration centres is 17.2 kilometres¹⁴ or more than three hours of walking distance between the home of the family and the nearest civil registry office. In DRC the average distance from residence to nearest service point is 13 km; in some provinces it is as far as 22 km. In Zambia and Sierra Leone, the nearest registration offices are located at the district level. In all the French- speaking countries namely, Cameroon, Cote D'Ivoire, DRC, and Niger registration centres are located at the commune levels, which serve a large population under their jurisdiction. For example, in Cameroon, a registration centre in a rural commune on average covers a population of 37,000. There are also hard-to-reach populations and areas, that pose an enormous challenge for the civil registration administration to establish registration centres at remote locations. For example, many areas of DRC remain inaccessible or have limited access such as conflict zones and Equatorial forest and some ethnic groups such as Pygmies (estimated at 0.5 million people) remain inaccessible due to lack of communication.

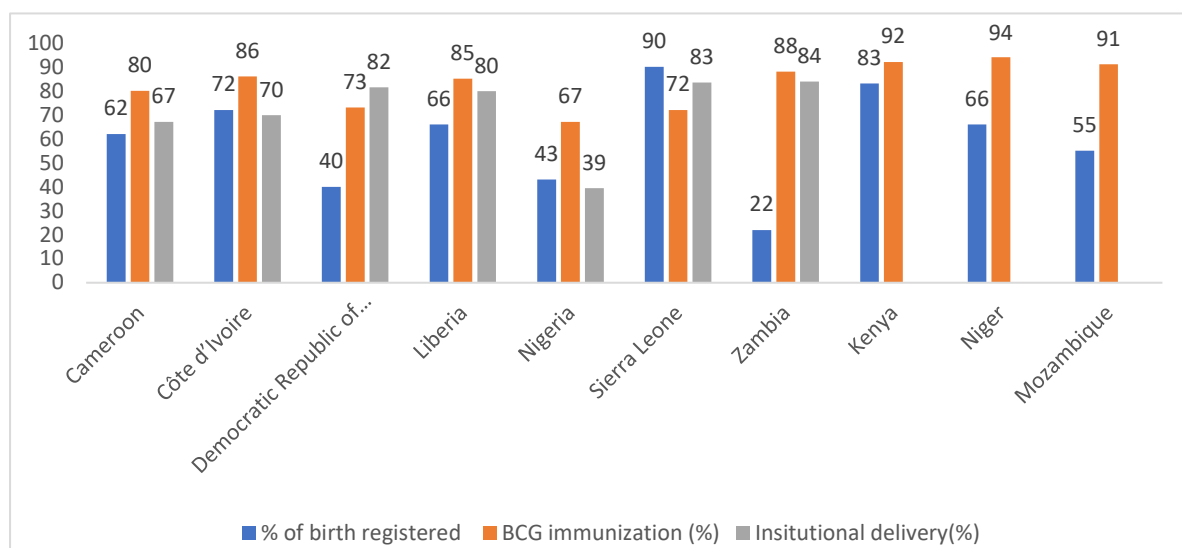
One of the strategies for improving accessibility is to establish registration centres in lower administrative levels. All four French-speaking have established secondary registration centres within the jurisdiction of communes to mitigate the problem of accessibility. The registrars at the secondary centres have been given the power of registering vital events and also issuing of certificates. This though, is a pro-active step to bring service closer to the people, the physical infrastructure for housing these centres remain weak and often located in the homes of the registrars appointed for manning these centres. The registrars in the secondary registration centres in some of these countries are appointed as voluntary workers and often lowly paid in others. Delegating or devolving registration functions through secondary registration centres at lower levels of administration does not seem to have brought any discernible improvement in registration and certification levels in these countries . Furthermore, in addition to hefty upfront capital investment in establishing physical infrastructure it poses management and operational challenges, viz. supervision, inventory management, monitoring and human resource management. There are however, examples of countries in Africa,

¹⁴ Niger's mapping report of civil registration centres, 2017

where delegation of birth and death registration to existing health facilities (hospitals and community health centres) have resulted in improving the coverage of registration as well as efficiency of services.

There has been a growing realisation that passive systems will not help countries to achieve accelerated improvements in registration levels. No matter how close the registration offices are located, there are various reasons why parents/family members do not turn up for registration. These can include among others, inadequate knowledge of the procedure of registration, lack of perceived demand and absence of requisite documents. Therefore, it is imperative for the countries to redesign the current business processes and adopt a proactive strategy by way of reaching out to people through formal and informal networks and/or through the harnessing of information and communication technology (ICT). The motto should be 'move information, not people'. Leveraging health systems both at facility level and community level in various ways is proving to be one of the most effective strategies in improving the levels of registration, delivering quality and timely services. Figure 1 presents the data on birth registration levels, percentage of deliveries occurring in medical facilities (institutional deliveries) and BCG immunization rate for the 10 countries¹⁵ included in this report.

Figure 1: Birth registration levels, percentage of institutional deliveries and BCG immunization rates.¹⁶



Reproductive Maternal and New-born, Child Health Care (RMNCH) programmes present a huge opportunity for birth registration along the continuum of care service that the programme provides. The opportunity begins at the time of pregnancy by way of inter-personal communication with mothers during antenatal care on the importance, and procedure¹⁷ of birth registration, followed by notification or registration of births at the time of delivery including those occurring in health facilities, and finally facilitating registration of birth of children not yet registered at the time of first immunisation sessions (BCG). Figure 1 shows the missed opportunities in increasing birth registration

¹⁵ The data on institutional deliveries for Kenya, Niger and Mozambique are available from surveys conducted prior to 2015 and therefore, not been included in this Figure 1.

¹⁶ The data on institutional deliveries have been sourced from UNICEF data portal.

¹⁷ The procedure here would include place of registration, the prescribed time-limit for registration and the documents required for registration.

through RMNCH programmes. For example, in Zambia, while the percentage of institutional deliveries was 84 % and BCG immunization rate as high as 88 %, the birth registration levels remained an abysmal 22 %. In Liberia, although, the birth and death registration functions fall completely under the jurisdiction of the Ministry of Health, the birth registration completeness was a mere 66 % when on the other hand the same ministry achieved high rates of institutional deliveries (85%) and BCG immunization (80%). Kenya, as is well evidenced from Figure 1, is one of the few countries that has successfully implemented a pro-active process by way of using the immunization sessions in the clinics to facilitate registration of birth occurring at home.¹⁸ Unfortunately, there is no evidence of any of these countries adopting pro-active processes to reach out at the doorstep of the families to register deaths occurring at home. In fact, the process of registering deaths occurring at home is much more cumbersome in some countries. A large number of home deaths are buried in unregulated burial grounds with no system of recording them in the official system. In Sierra Leone, the burial permit is issued by the local registrars only upon registration of death and this can take a few days, particularly in rural areas. In Liberia, a home death when not reported within the prescribed time limit or for which no post-mortem was done, can only be registered in the capital city.

In recent years most countries, have taken positive steps to use health facilities to facilitate registration of vital events occurring within these facilities. Health facilities in many countries are now sending notifications/declarations directly to the local civil registration office based on which these events are being legally registered by the local registrar. In Kenya and Cameroon (in the 2019 law which is yet to come into force), under the civil registration law, the officer in charge of the medical facilities have been designated as informants and are legally responsible for declaring birth and death events to the local registrar for registration. Some countries such as Cameroon and Cote D'Ivoire are undertaking pilots to transmit birth notifications electronically from the health facilities to the civil registration offices for registration. In Mozambique, a pilot is currently being undertaken to capture birth and death information in the DHIS 2 platform in health facilities and used to populate the e-CRVS database for death registration. Some countries have further simplified the process and have established registration centres within the health facilities to register vital events (particularly birth events) occurring within the facilities (mostly in large government hospitals) and deliver certificates to the mothers before they are discharged from the facilities. For example, in Sierra Leone, the civil registration agency has signed an MOU with Ministry of Health to register all the current births and deaths occurring in the health facilities and developed birth and death registration procedural manual to guide the business processes for registration.

The rapid proliferation of computing technology, the Internet and mobile technology in Africa has presented new opportunities for improving operational efficiencies of CRVS systems, including bringing registration services closer to the general public. In Mozambique, starting October 2018, births and deaths are registered and certificates processed electronically using a new platform, called e-CRVS, with its current reach being 80% of the civil registration posts and conservatories. The newly amended civil registration law empowers the community leaders and health personnel to notify occurrence of births and deaths. Mobile technology is used for notifying birth and death events in selected posts¹⁹. The family members receive SMS about the progress of completion of various stages

¹⁸ There are examples of other countries in Africa outside this set of 10 included in this report, who have successfully leveraged the health sector in improving birth and death registration.

¹⁹ It would be important to note here, that family does have to visit the posts or conservatory to declare the birth or death event and submit the necessary documents to enable the local registrar to validate and register the events.

of registration. The digitization plan envisages generation and collection of birth and death certificates from any registration centre. The new business process for birth and death registration using modern technology in Mozambique since 2018, despite its shortcomings, does demonstrate an attempt to improving registration services not only in terms of accessibility but also bringing in transparency and efficiency in registration services.

In some countries pilot initiatives funded and driven by development partners and donors, are implemented without due considerations to issues of scalability and sustainability and in some instances beyond the scope of the law. For example, the local registrar registering an event electronically notified²⁰ by a health facility is in contravention to the law in countries where the parents/family are the designated 'informant'. The birth or death certificates issued from the registration record in such situations may be rendered 'illegal' if they stand the scrutiny of the court. Therefore, the technology cannot be perceived as "the solution", without a proper understanding of the problem it is intended to address. Establishing efficient and effective process of registration of vital events will have to be based on the existing provisions of the law and regulations, registration organizations, human resource capabilities and technology can only be used as a tool to support in simplifying the processes and facilitating smooth delivery of services.

Certificates – poor possession and lack of demand

Issuance of certificates to the family is one of the most important outputs of a civil registration process. In all the 10 countries, submission of birth certificates is compulsory for registration into the national identity/population register. Table 2 clearly shows the gap between registration of births and possession of birth certificates, which interestingly is more pronounced in the case of English-speaking countries. For example, in Sierra Leone only one third of the children under age 5 year who were registered obtained certificates and in Zambia, only six percent of under-five children possessed birth certificates. One of the reasons cited for the aforesaid gap is the lack of demand of birth certificate as people do not perceive any benefit for obtaining them and/or alternate documents are allowed to be used to prove identity or date of birth by some countries such as Nigeria. In case of infant/child death, there is hardly any incentive for parents to obtain a death certificate for their child. In fact, lack of demand for certificates can also be one of the reasons for people not making any effort to register an event resulting in low levels in registration, particularly, in rural areas.

The assessment reports reveal that there can be various other reasons why such a large proportion of children do not possess birth certificates even after their births are registered. For example, in Nigeria numerous certificates remain uncollected in the registration centres as families do not turn up for collecting certificates and no system is in place to deliver them to the family through post or other means. In Zambia, while registration of birth and death are devolved to the district level, the certificates are processed and printed at the national level and in some provinces, people have to

²⁰ There seems to be persistent confusion with regard to the term 'notification' and 'declaration', which are being interchangeably used and interpreted in complete infringement of the law in some countries. In most countries, even if an event occurs in a health facility, the laws designate the parents as the informant. The health facility issues a 'notification' of as a proof of the occurrence of event which is submitted by the family (informant) to the registrar along with the 'declaration' form duly filled in and signed. Only on receiving such a declaration accompanied by the notification and other documents as mentioned in the law (for example national id), the local registrar will legally register the event after having satisfied himself/herself of the records placed before him/her. In some countries such as Kenya, the health facility have been designated as the 'informant' in the civil registration law and, therefore, the registrar can register the event based on declaration received from the health facility.

travel to at least the district level to collect them.²¹ In Kenya, although, the registration of births occurring at home are facilitated through immunization clinics, parents have to obtain birth certificates from the local registration offices at county offices by making a separate application using the acknowledgement provided to the parents as proof of registration. In Mozambique families have to return to the place of registration to apply for certificates. All this essentially would require the family to travel long distances to collect certificates, which in some cases may entail more than one visit²² to the registration centres and in addition to cost of travel, involve opportunity cost. In all the four French-speaking countries, the registration and certification processes are sort of integrated making it possible to issue the certificate to the informant immediately after the registration is complete. The register is filled in three copies and one copy is signed and handed over to the informant during the same visit. This is perhaps a good reason for a higher proportion of children possessing birth certificates in French-speaking countries as will be evident from Table 2.²³ These examples underscore the need to put in place pro-active systems that would ensure that the certificates are provided to informants immediately after events are registered or delivered to them through posts or through other channels.

Cost of registration

Annex 5 provides the fees required for registration of birth and death and also for obtaining a certificate. Registration is free in all countries if declared within the prescribed time limit and in three countries even beyond the limit - namely, Cameroon, DRC, and Niger. The only exception is Liberia, where for some reason, a fee equivalent to USD 6 is charged for registration and certification of death. While in Kenya, Mozambique and Cote D'Ivoire (only birth) certificates can be obtained only on paying the specified fees, in Cameroon, DRC and Niger, no fees are charged even for events that are reported after the prescribed time limits. In Niger though full copies of civil-status certificates other than the simple administrative title are subject to stamp duty. In the remaining four countries (namely Liberia, Nigeria, Sierra Leone and Zambia) certificates are not charged only if the events registered within time limits prescribed in their respective laws. In Zambia, the first copy of the certificate is provided free of cost. Although, the direct cost of registering an event does not appear to be a major barrier, as discussed before, there are other costs such as cost of travel (often more than once) and opportunity costs that discourage people to visit the registration centres to report events occurring to them.

Cost of registering marriages is much higher in many countries. In Kenya, for example, the total fees to be paid for civil marriage and its registration is USD 66 (USD 41 if the civil marriage is conducted in a religious place). Similarly, in Cote D'Ivoire the direct cost for marriage registration is as high as USD 86. On the other, Mozambique has a small fee of less than a dollar that has to be paid as fees for the registration of marriage.

²¹ The printed certificates are also sent to around 800 identified health centres which submit declaration of events occurring in these facilities to the registration centres on behalf of the families, who can collect these certificates from these facilities, without having to travel long distances.

²² Multiple visits to registration of events can be due to various reasons such as a) insufficient staff to process registration; b) insufficient registration stationeries; c) inefficient work process and flow within the registration centre for registration and certification (this is the primary reason); d) internet down or printer not working (for registration centres using digital registration system); e) parents/families lack complete documentation required to be submitted with the declaration or reporting of event.

²³ This information about the integrated process of registration and certificates was gathered from the discussion the consultant had with the one of the members of the mission team who visited these countries.

Delayed registration

One of the important measures of the efficiency of a CRVS system is the timeliness of registration. A civil registration law invariably prescribes time limits for reporting vital events for registration, which may widely vary from one country to another. The time limits specified in the civil registration laws of the 10 countries included in this study vary from 14 days in Liberia to 180 days in Kenya days for births and 24 hours in Liberia to 180 days in Kenya for deaths (See Annex 6). The UN recommends a shorter time period for reporting of the event keeping in view the fact that the informant may forget details of the event or may fail to report the event when the allowed period is too long, leading to misreporting or underreporting of events²⁴. The time limit for reporting death is much less in some countries (Liberia and Zambia) as the burial permits are issued to the family by the local registrar only after completion of death registration. The UN also recommends allowing a grace period of usually up to one year after the event has occurred to take care of extenuating circumstances. A registration is said to be 'late' if a vital event is registered after the legally specified time period but within the grace period and is termed as 'delayed' if it is registered after the expiry of the grace period²⁵. Only two out of the 10 countries namely Zambia and Niger have provision for grace period with the latter, introducing a one-year grace period in its new law. Therefore, the term delayed registration used here refers to reporting of an event after the prescribed time limit.

Despite the legal deadlines, a large proportion of events remain unreported, adding continuously to a huge existing backlog of unregistered events. Higher levels of delayed registration not only run counter to the UNLIA framework but may also lead to fraudulent identities. Although, there is no systematic data available on the time gap between occurrence and registration of vital events, there is enough evidence to show that a significantly large proportion of them remain un-registered within the time limit or within one year of their occurrences²⁶. In Cote D'Ivoire about 26 per cent of births were not registered within the stipulated time limit of 90 days. The fact that a number of countries are making special efforts to clear the backlog of birth registration is an indication of a significantly high proportion of delayed registration. In Kenya, for example, all unregistered births were 'mopped-up' in the wake of the Ministry of Education's requirement for all children to have birth certificates for entry in schools and registration for primary school examinations. The primary reason for the delay in reporting vital events is the perceived lack of immediate demand for a certificate. People initiate the process of registration only when they need certificates for obtaining various services, which often is a long time after the occurrence of events. For example, in all the 10 countries, a birth certificate is required for obtaining national identity documents. Therefore, there is a tendency among people to postpone the registration of birth of their children until just before applying for an identity document, which usually is provided at age 18 (or 16 as the case may be).

The process laid down for delayed registration in the 10 countries can be grouped into two broad categories. There are countries where a separate process for delayed registration is prescribed under the law with a provision for payment of minimal late fees. There is another set of countries, which essentially are the four French-speaking countries, in which after the time limit for reporting an event is exceeded, the registration of a vital event becomes a case for the local judiciary and it can be

²⁴ Principles and Recommendations for a Vital Statistics System revision 3, United Nations 2014 (P&R) (para 361 to 363)

²⁵ P&R para 369 and 370

²⁶ Some information on backlog on birth registration is available in the country profiles prepared by the Centre of Excellence (COE) - <https://crvssystems.ca/country-profile/>

registered only on the basis of a judgement obtained from the court, which invariably is a challenging and costly affair. For example, in DRC, the procedure for obtaining a judgement order is perceived as a lengthy, costly and complex process, especially for those families who do not live in the locality where the competent court is located. The average cost of obtaining a judgment order is estimated to be between US\$45 and US\$300 and can take 30 days to complete the process, which may also involve several visits to the court. There is also a cost involved for registering the event after the judgment is obtained. There is a need to move away from the highly judicialized system adopted for delayed registration and cover them through an executive function by empowering the local registrars following a due process. It may rather be practical to introduce a grace period of one year and bring the process of late registration as a part of executive function and involve the judiciary only after the expiry of the grace period. Increasing the specified time limits for registration in the second category of countries (which incidentally are already on the higher side) may not bring about a lasting solution to the problem and in no way help in improving timely registration. It would, however, be important to mention here that the primary aim of the registration administration is to improve timely registration, which can be achieved through redesigning and deploying a more pro-active process, including for issuance and delivery of certificates in addition to other measures such as communication campaigns and revisions in the law.

Barriers arising out of social norms and procedural barriers

Registration of events in many of these 10 countries is hindered by the complicated procedural requirements, including the nature of documents to be submitted along with the declaration of events. In almost all these countries, identity documents of both parents are required for the registration of births. Deaths can be registered only on submission of an identity document of the deceased. A large proportion of people in these countries do not possess any identity document, which poses a big challenge for them to register a vital event occurring to them and obtaining a certificate. . In several countries a significantly large number of marriages are solemnized according to local custom or religion. Such marriages are not recognized to be legal marriages and hence cannot be registered with the civil registration authorities. In Mozambique and Zambia marriage certificate or proof of marriage for parents is required for the registration of birth of the child. With the preponderance of social, cultural, and religious marriages in most African countries, the production of a marriage certificate is a difficult demand to fulfil. In a few countries though registration of birth of children born out of wedlock is allowed under the law., In most of the countries a birth can be registered only with the name of child – this often results in non-registration or delayed registration as according to the cultural practice a child is named several days and often weeks/months after he/she is born.²⁷ servicesTherefore, if a child is not named immediately after birth (which usually is the case in several counties), his/her birth may either not likely be registered or registered following the delayed registration process only after the child is named. In Niger, in some communities mothers are ashamed to pronounce the child's name, either if it is the name of the husband's father or if it is the name of the first child. Cumbersome procedures spring from CR laws inherited from colonial legislation and are incongruous with social and cultural norms in many of these countries, which may not have been addressed in the recent amendments to their civil registration laws. It is the marginalized population who easily fall into this inter-generational trap of depravity where a child is not able to obtain a birth certificate as his/her parents could not produce their identity

²⁷ [CRVS Archive - UNICEF DATA](#)

documents and in the case of some countries, proof of his/her parent's marital union. The child continues in this state of deprivation as he/she in the absence of birth certificate, is not able to obtain a national identity document and so on - leading to a perpetual state of exclusion for the marginalized.

Complicated and cumbersome procedures disproportionately affect the women in accessing registration services. In most countries a large proportion of women lack documents that are required to be submitted to the registration authorities for birth registration of their children. The most common among them include identity documents and marriage certificate. Obtaining these documents is a complex process which quite often than not lead to non-registration as well as delayed registration of their children's birth.

Civil registration of refugees

Out of the 10 countries, only four countries have laws either pertaining to refugees exclusively or within their civil registration law itself there are sections related to refugees. Cameroon is a signatory to all major international as well as regional refugee treaties and it also has a law defining the legal framework for the protection of refugees. Besides Cameroon, the other three countries are Côte D'Ivoire, Kenya and Mozambique. In Mozambique, the refugees have access to all basic services in the country and all children born within the country are entitled to a birth certificate and citizenship. However, in spite of having laws, or arrangements or mechanisms in place still there are multiple challenges in reaching out to refugees with civil registration services. Lack of awareness among refugee population about the importance of legal and civil registration documents and the means to access civil status; absence of documents with the parents required for registration such as birth certificates and/or identity, hard to reach locations of the refugee camps and regular mobility of refugees (who are largely nomadic in nature) pose hindrance in accessing civil registration services. In all the 10 countries, UNHCR is actively supporting the governments to ensure civil registration services reach the refugee population. In Côte d'Ivoire, UNHCR supported the development of the national action plan to combat statelessness, while in Nigeria and Liberia, it provides support in maintaining refugee functional registers. In Zambia, it is involved in the issuance of alien cards to refugees. In Difa region of Niger, UNHCR, in partnership with the regional authorities, has embarked on an ambitious project to uniquely identify all individuals in the region, regardless of citizenship or displacement status, using digital biometrics. It is important to ensure refugees have the means to acquire civil status documents so that they are able to get out of the vicious cycle of exclusion, marginalisation, statelessness, poverty and hunger.

Digitization of Civil Registration System

The digitization of civil registration systems in the countries under study are at different stages of maturity. Annexe 7 provides information on a) whether the civil registration process is manual, semi-digitized or fully digitized, and b) if fully or semi-digitized, is there a central database for management and storage of civil registration data. It would be important to mention that the discussion with regard to the digitization of civil registration here would be limited to birth and death registration as other vital events such as marriage and divorce are currently fully paper-based in all the 10 countries. A fully digitized system is one in which the registration data is digitized at the local registration office and transmitted to a central civil registration database at the national level. The full digitization at the local registration office can either be fully automated (on-line) and/or real time or the actual registration process is first completed manually and then entered in the computer and transferred to the central database. Semi-digitized systems are those in which the registration process in the local registration

is completely paper based following which records are transferred to the district or province where the data is entered in the computer and transmitted to central database. Figures 2 and 3 below depict the generic architecture of a fully and semi-digitized civil registration system.

Figure 2: Fully digitized civil registration system

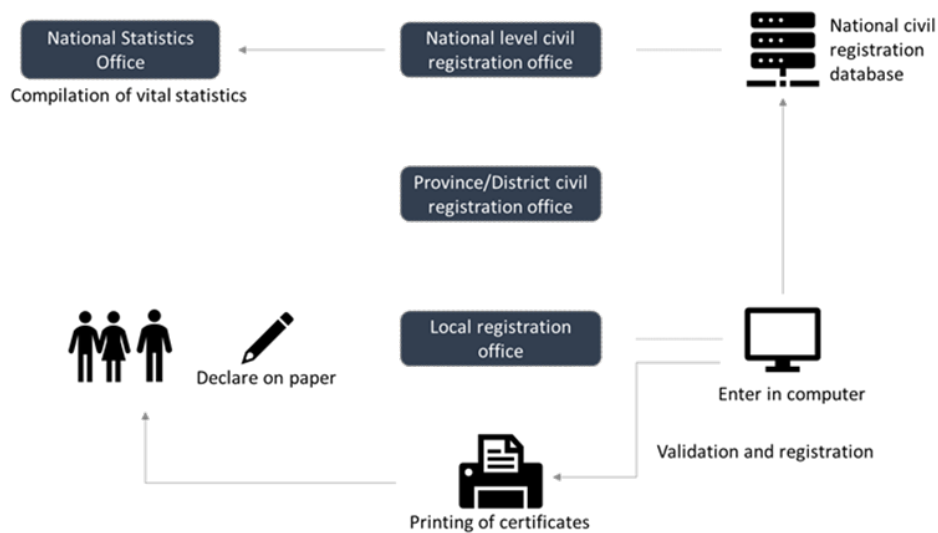
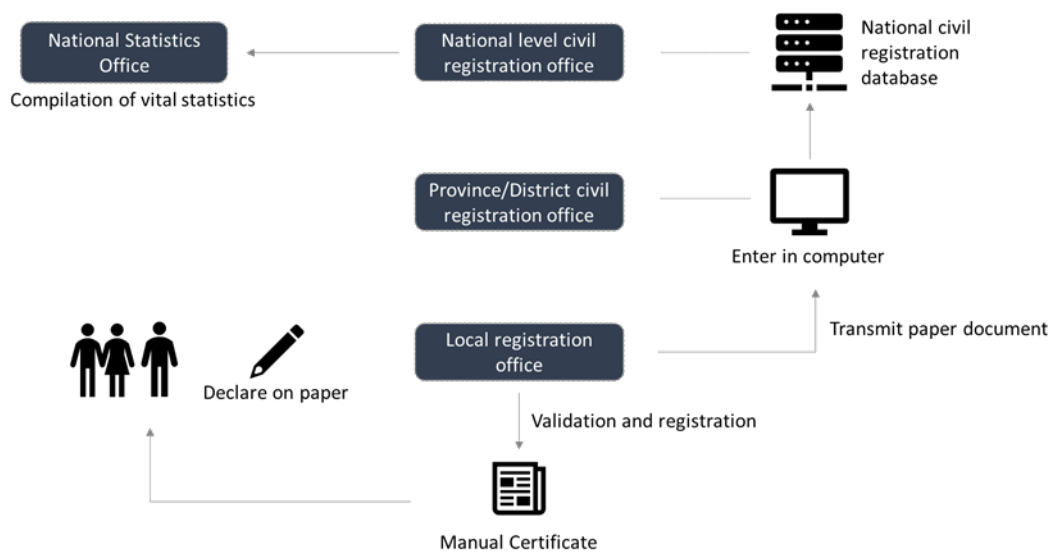


Figure 3: Semi-digitized civil registration system



The registration processes in all the French-speaking countries (Cameroon, Cote D'Ivoire, DRC and Niger) are fully manual and there are no electronic central repositories of civil registration data in any of these four countries. Cameroon and Cote D'Ivoire are currently undertaking pilots related to the digital notification of birth and death events from health facilities directly to local registration centres at the commune level for registration of events.

In Kenya, based on the declarations of births and deaths received from the registration agents and health workers (immunization clinics), the events are manually registered and then entered in CRVS (Civil Registration and Vital Statistics System) system and transferred to the central database. In urban areas and mostly in Nairobi, the end-to-end online birth and death registration system has been rolled out with several new features for easy access to registration and certification services. It would be important to mention that the CRVSS database generates a unique number for both the events which are printed on the certificates. It seems Kenya's CRVSS digital platform is ready to be interfaced with the national identity systems in a quick time.

Mozambique is the only country among the 10 that uses mobile phones for notification of birth and death events in selected posts from hard-to-reach localities. The country has established an e-CRVS system covering 80 per cent of registration centres located in posts and conservatories, which is expected to be gradually rolled out in the whole country. The data entered from the e-CRVS platform in the registration centres are transferred to a central database. The e-CRVS system also generates a National Unique Identity Code (NUIC), which the country plans to use as the link number for future integration with the national identity management system.

Liberia has established a Birth Registration Information Management System (BRIMS) in 26 birth centres which serve as one-stop registration centres that register births occurring in the centres and those who turn up for immunization services. Birth certificates are printed promptly and handed over to parents before they leave the centre. However, death registration is fully paper-based and there is no central database for the civil registration system. The BRIMS is gradually being rolled out in other health centres across the country.

In Nigeria, the digitization process started with UNICEF and Plan International supporting full digitization of the civil registration process in all the local registration centres in four states. This entails the use of tablets and laptops for entering registration data from these centres and transferring them to a central civil registration database. A unique number is generated from the database for each event registered which is used for printing certificates at these local registration offices. The National Population Commission used the same model and fully digitized the registration process in one selected centre in each of the 774 Local Government Authorities (LGAs). The registration system in all the other registration centres is paper-based.

Sierra Leone has established an Integrated Civil Registration, Vital Statistics and Identity Management System which is updated using birth and death registration data entered in the local civil registration centres at the district level. The actual process of the registration in the local registration centres though, are carried out manually based on the declaration of events obtained from the health sector.

In Zambia, birth and death registration is manually done in the registration centres located at the district level. The registration forms are then moved to the province level, where the data is entered into the computer and transferred to a central database. A number is generated for each of the events entered in the central database and printed in the certificate.

It is evident from the discussion above that barring Kenya, no other country has a fully digitized civil registration system as described in Figure 1 above and very few have established central database for civil registration system. This makes almost impossible for these countries to establish linkages with the national population register/identity databases in real time. A fully digitized system is prerequisite for inter-operability with above mentioned population/identity databases and other functional registers.

Monitoring and Review

Monitoring and Review is not normally undertaken as an integral feature of the implementation of CRVS systems in African countries. Most countries do not even measure the number of vital events registered in different registration areas and, therefore, registration completeness cannot be calculated. As seen in Table 2, for almost all countries, survey data is used for measurement of completeness and data on death registration completeness does not exist. In order to provide robust data on the implementation and coverage of CVRS systems, these countries should, establish real-time or routine CRVS performance monitoring systems. This should among other, include information on number of events registered and certificates issued by each registration centres, which will help in following up with poor performing registration centres. Once established, a performance monitoring system can greatly enhance the management and operation of CRVS systems in a country. This will also permanently resolve the longstanding gap of the non-availability of data on the completeness of death registrations in most of the countries studied.

There is no evidence of regular supervision of registration work at the local level. In French speaking countries, where both the court and the CR offices undertake any kind of supervisory role resulting in poor delivery of registration services (including quality of product) and also time delays. Lack of human and technical resources are often cited as the reasons for poor supervision and monitoring of day to day activities of the civil registration systems in these countries. Nigeria, RapidSMS is being used for real-time tracking of local and regional birth registration activities. It is designed to help identify disparities in service delivery and facilitate prompt, evidence-based responses to areas where birth registration levels are low. It allows data to be collected in real time to enable Local Government Authorities (LGA), State, Federal, and partners to collect, analyze, and react to data more quickly. Registrars across Nigeria are expected to send SMS messages to the automated RapidSMS database every two weeks. The SMS messages include detailed summary information about birth registration activities over the two-week interval (Disaggregated by age & sex. (See Rapid SMS Dashboard²⁸)

Since its emergence in late 2019, the covid 19 virus has caused severe morbidity and premature mortality on an unprecedented scale and greatly amplified the need for reliable and timely data on deaths and their causes for improved local and national planning and monitoring. Accurate, real-time monitoring of mortality during the pandemic has been challenging for all countries. Daily death

²⁸ <https://staging.rapidsmsnigeria.org/br/>

counts based solely on reporting of deaths of hospital patients identified as positive for COVID-19 often do not systematically include those who have died outside of a hospital. The CRVS systems need to respond to this new data demand for real time data²⁹.

Coordination

The successful implementation and maintenance of CRVS systems in countries in large measure hinge on systematic and active coordination among civil registration ministry/office and other ministries and departments that directly or indirectly support or benefit from system. The inter-dependent nature of civil registration functions of different organizations in the collection, registration and transmission of vital event records demands close and continuous coordination and collaboration among these organizations at all levels of administration. As will be seen from Annex 2, half of the countries have not established any formal national level inter-departmental coordination committees for coordinating activities related to the improvement of CRVS systems -these are Cote D'Ivoire, DRC, Liberia, Niger and Nigeria. In Cote D'Ivoire a Working group made up of several Technical and Financial Partners (PTF) has been formed under the chairmanship of UNICEF, which also provides the secretariat. Similarly, a UN level technical team has also been constituted in Mozambique and a Donor's Steering Committee exists in Liberia. Cameroon, Kenya, Sierra Leone and Zambia have constituted High-level committees that provide policy directions and oversight. The latter three countries also have established coordination mechanisms at the technical level. In Kenya and Sierra Leone, the High-level committee oversees the implementation of the integrated system of CRVS and Identity management. However, there is not much information on how functional and effective these committees have been in coordinating efforts in the implementation of CRVS activities. Although, not explicitly mentioned, it seems that these committees oonly function when they are supported by development partners like UNICEF and often disppaear when the project ends.

Section 2: Status of VS Systems, their strengths and challenges

According to the United Nations civil registration is the preferred and best source of vital statistics³⁰. Table 4 provides the status of production of vital statistics in the 10 countries included in this report.

Table 4: Status of production of Annual vital statistics report and agency mandated to

Country	Is Annual Vital Statistics Report compiled in a routine manner. If yes, the latest year for which the report is available	Remarks
Cameroon	No	Until 2012, the NIS used to visit the registration centres to collect statistical data but has been stopped since the time when National Agency for Civil Registration/ Bureau National d'Etat Civil (BUCEN) was established.

²⁹ WHO SEA Region. Progress Report on Covering Every Birth and Death: Improving Civil Registration and Vital Statistics ISBN: © World Health Organization 2021 (forthcoming)

³⁰ Preface: Page v – United Nations Principles and Recommendations for a Vital Statistics System: revision 3 2014

		Currently, BUCEN collects data from civil registration centres, but it is not sent to NIS for compiling vital statistics.
Cote D'Ivoire	No	Vital Statistics directory is produced by the Directorate of research, planning, monitoring and evaluation/Direction des Études, Plannification, Suivi et Évaluation (DEPSE) every year aggregating the filled in manual compilation sheets received from the registration centres. The directory includes only summary data on vital events.
DRC	No	The last Vital Statistics report was published in 2013 by the Ministry of the Interior.
Kenya	Yes 2019	Compiled based on electronic data available in the national database
Liberia	No	No vital statistics produced in the past
Mozambique	No	No vital statistics produced in the past
Niger	No	A vital statistics report was produced in 2014 with a limited number of tables. In the past annual joint statistical data collection missions (NIS and Ministry in charge of civil registration) used to be organised for the compilation of statistics, which has since been discontinued
Nigeria	No	The latest year for a Vital Statistics report published was 2007
Sierra Leone	No	No vital statistics report was produced in the past. The National Civil Registration Authority (NCRA) collates some basic counts of vital events registered by time gap in registration on an annual basis
Zambia	Yes 2018	Compiled based on electronic data available in the national database

The table shows that only two countries namely, Kenya and Zambia routinely produce annual vital statistics reports based on civil registration data. However, the latest year for which the reports for Kenya and Zambia have been published are 2019 and 2018 respectively. In both these countries, vital statistics is compiled based on civil registration data available in electronic format from the civil registration national database. Cote D'Ivoire and Sierra Leone also produce annual statistics, but these include simple counts of events registered during the year and cannot be in the true sense of the term, considered to be vital statistics. In the remaining countries no routine system whatsoever, exists for the collection, compilation and dissemination of vital statistics from civil registration data.

According to the information given in Annex 2, in half of the countries, national statistics offices are responsible for compilation of vital statistics based on statistical part of civil registration data

received from the civil registration agencies. The civil registration laws of Mozambique and Niger clearly provide that the data from the civil registration agency will be shared with national statistics office for compilation of vital statistics. The five countries where the civil registration agencies have the primary responsibility of compiling vital statistics are, Cote D'Ivoire, Kenya, Liberia, Nigeria, and Sierra Leone. In these countries, where the civil registration agency is legally authorized under the registration law to compile vital statistics, this invariably overlaps with the national statistics office's mandate on official statistics under the statistics law. For example, in Sierra Leone, the National Civil Registration Agency has been mandated to collect, compile, and publish vital statistics. On the other hand, Statistics Sierra Leone is also mandated, under the Statistics Act to compile, report, document statistical data and disseminate statistics produced by the Government of Sierra Leone or any other institution as 'official statistics'. Such conflicting provisions in two different laws leading to overlapping roles can more often than not, create confusion and may have to be resolved through a more collaborative approach. For example, in Kenya, every year, the CR Services works closely with the Kenya National Statistics Bureau to produce, analyze and disseminate vital statistics. It would be also important to note that moving the vital statistics function within the civil registration agency, without the necessary in-house statistical capabilities or sustained support from the national statistics office needed for processing and analysing the data for producing a vital statistics report will invariably affect the content and quality of the report.³¹ .

Some of the barriers that come in the way of producing vital statistics based on civil registration are listed below:

- a) Poor registration level has been discouraging the national statistics offices in the compilation of vital statistics. Countries are, therefore, looking for alternative sources of vital statistics such as household demographic surveys, population censuses, and health information systems. It is encouraging to observe that ZamStats has been routinely compiling annual vital statistics reports despite poor registration completeness levels.
- b) There is no evidence of national statistics offices actively engaging with the civil registration offices in ensuring quality and timely collection and transmission of data for the compilation of vital statistics.
- c) In most of the countries, summary tables are prepared at local/district levels and transmitted for compilation and therefore, has limited scope for analysis. Most of the summary tables are sent manually and are impossible to be aggregated at the national level.

The statistical data items collected through the declaration forms/registration records are very limited and not aligned to core data items recommended in the P&R for Vital Statistics; therefore, only limited tables could be produced. Mozambique has very recently amended its reporting forms to include a number of recommended statistical data items³².

³¹ Sierra Leone in its RFP as a part of the bidding document for building and integrated CRVS and population register system does not include even basic statistical items recommended by the United Nations as a part of the details on the items to be collected for various vital events. It even refers to UN P&R revision 2 (2001). It seems that that the National Statistics Office was not consulted at any point of time when the RFP was being drafted. This no doubt is a missed opportunity that needs to be avoided through better coordination and advance planning.

³² Mozambique is expected to produce its first vital statistics report by the end of 2021 based on the newly introduced form. The new forms for birth and death registration can be seen in <https://crvssystems.ca/country-profile/mozambique>

Section 3: National ID systems and opportunities for inter-operability with CRVS system – issues and challenges

The discussion in this section, in addition to taking stock of the current status of implementation of the national identity systems in the 10 countries, will focus on a better understanding of their business processes as well as state of readiness to seamlessly interact with the civil registration systems. The technical aspects of the national ID systems in terms of the type of technology being used for various elements of an identity system such as the software, biometrics, cards being not too relevant for the purpose of this report, will remain out of the scope of the discussion. Essentially, the question that is sought to be answered is how well positioned the CRVS and Identity systems individually are and the opportunities that exist for them to function as an interoperable system of identity ecosystem as envisaged in the UNLIA framework.

Table 5 below provides data on the percentage of the eligible population who possess identity cards.

Table 5: Percentage of eligible population who possess identity cards and age at which issued³³

Sl.no.	Country	Percentage of population received ID card	Eligible age (in years) for obtaining ID cards
1	Cameroon	86%	NA
2	Côte d'Ivoire	64%	16
3	Democratic Republic of Congo	37%	NA
4	Kenya	95%	18
5	Liberia	< 5%	6
6	Mozambique	38%	NA
7	Niger	7%	18
8	Nigeria	38%	16
9	Sierra Leone	75%	6
10	Zambia	88%	18

The percentage of the eligible population who possess an ID card issued by the government ranges from 95 percent in Kenya to less than 5 percent in Liberia. Cameroon and Zambia are the other two countries that have high percentages of the eligible population possessing ID cards. Countries with less than 10 percent coverage are Liberia and Niger. It would be important to mention here that the coverage data for the ID card for most countries would likely have been calculated by dividing the total number of ID cards issued as a percentage of the estimated total eligible population of the country. This numerator value would, therefore, also include all those who have already died as in most countries as there is no mechanism in place for updating the ID database following a death. On the other hand, there are eligible people who are yet to apply for an ID card and, therefore, not reflected in the numerator. The gap between the data on percentage of population who received ID

³³ The data presented here have been obtained from assessment reports, which may or may not be from published sources.

card and the percentage of living person who possess ID card is directly proportional to the number of years since the issuance of the cards had begun.

Political, legal and organizational settings

The much-needed political commitment for building a robust and trustworthy national identity system is very much evident from the assessments reports of all the 10 countries. The Ministers and high-level government officials in most of these countries recognized the importance of civil registration as the foundation for building a complete, efficient and trustworthy national identity system. The 'life-cycle' approach proposed in the integrated model envisaged in the UNLIA framework encompassing CR, ID, and VS was found to have wide acceptance across all countries. The advocacy efforts in the past few years through the African Ministerial Conference and other forums such as ID 4Africa³⁴ led to a better understanding of the legal identity landscape among the higher echelons of the government. Consequently, several countries initiated legal and institutional reforms for the management and operations of ID systems, with concomitant reforms in the civil registration systems so as to build a holistic and integrated legal identity system. Recognizing the need to link the CRVS and national ID systems at both technical as well as institutional levels, some countries have brought these two functions under the same roof either by placing them under the same ministry or by creating a completely new single agency. According to the information compiled in Annex 2 on the national level agencies responsible for civil registration, national id and vital statistics functions, in six³⁵ out of 10 countries the CR and ID systems are governed by the same ministry. In three out of these six countries namely Cote D'Ivoire, Sierra Leone and Zambia the CR and ID functions are administered by the same agency.

Annex 1 provides the details of laws governing civil registration, identity, and vital statistics systems in the 10 countries under study. Some countries have enacted a unified legal framework covering civil registration and national identity functions that will help facilitate seamless integration between the civil registration and national id systems. Sierra Leone has brought the CR, ID and VS functions under the umbrella of a single law. The law has been enacted 'to provide for the amendment and consolidation of the laws relating to the compulsory registration of citizens and non-citizens resident in Sierra Leone, to provide for the issuance of identity cards, to provide for the establishment of the National Civil Registration Authority responsible for the registration of births, adoptions, deaths, marriages, divorces and nullities throughout Sierra Leone and to provide for other related matters'³⁶. For some reason, the Act is silent so far as the retirement of ID from the integrated database is concerned. Kenya is soon expected to enact a new law called the Huduma Act to, 'establish the National Integrated Identity Management System; facilitate the assigning of the Huduma Namba and issuance of identity and travel documents; provide a primary law on civil registration and identity management; consolidate the law on registration of persons; promote efficient delivery of public services; and for connected purposes'³⁷. In Cameroon the new Civil

³⁴<https://id4africa.com/>

³⁵ These six countries are Cote Ivoire, DRC, Kenya, Niger, Sierra Leone, Zambia. In Cote D'Ivoire, Kenya, Niger and Sierra Leone these two functions were brought under the same ministry in recent years (starting 2012).

³⁶ <http://sierra-leone.org/Laws/2016-14.pdf>

³⁷ <https://ict.go.ke/wp-content/uploads/2019/07/12-07-2019-The-Huduma-Bill-2019-2.pdf>

Registration Bill, if and when approved by Parliament, will form the basis for reforming civil registration, vital statistics and identity management.

It would be important to note that regional bodies such as the Economic Community of West African States (ECOWAS) and the East African Community (EAC) have been developing plans and piloting programs for interoperability of ID systems to allow for free movement of people and better cross-border access to services. At the same time, there is also evidence of more attention being given to the legal and institutional framework of ID systems.

Barriers to obtaining identity services

Three main identity services sought by the general public include a) registration in the identity database; b) obtaining a national identity number; and c) obtaining a national identity document. The key barriers in obtaining these services from the client's perspective as identified in the assessment reports are a) accessibility to registration points, b) cost of obtaining services; and c) complexities of procedures and requirement of documents.

Accessibility of registration service points

Geographic accessibility to ID registration centres is a major impediment in seeking identity services, particularly in rural areas. Generally, people who seek identity services do so only for obtaining identity cards. There are a very few ID registration centres established in most of the countries seriously hindering access. For example, in Mozambique there are only 193 identity registration centres country wide, 24 are owned by the National ID Directorate while the rest are in shared facilities including police stations. Cote D'Ivoire has only 150 enrolment centres throughout the country. In Cameroon, people often have to walk more than 30 km to apply for and obtain identity cards. Kenya and Nigeria have also reported very few ID registration service centres. Poor infrastructure, power cuts and lack of staff make it extremely difficult to capture biometrics and take photographs and often need repeated visits to these centres. All this add to the direct (travel) and indirect (opportunity cost) for the people, in addition to the cost of the identity card, which as will be seen in the next sub-section is prohibitive in several of these countries, particularly for the poor. It would be important to note that the pro-active strategy proposed for mitigating the challenge of accessibility in the civil registration system through leveraging the health sector cannot be applied in the case ID registration system. The physical presence of a person at the ID registration centre cannot be avoided at any cost as the application has to be submitted in person for physical verification of his/her identity and collection of biometrics such as fingerprint and photograph. The most plausible strategy to mitigate the challenge of accessibility seems to be to organize mobile units that would visit designated centres at periodic intervals to facilitate the registration of people at the local level. This strategy is already being implemented in Cote D'Ivoire.

Cost of obtaining services

Although the exact cost of applying for and obtaining identity cards is not available for most of the countries in the reports³⁸, some countries such as Cameroon, Liberia and Nigeria have reported high costs of obtaining biometric identity cards. In Mozambique, for example, the cost of an identity card is approximately USD 1.2 for adults to USD 2.5 for children and in Cote D'Ivoire it as high as USD 9. Kenya, Niger and Zambia provide identity cards free of cost. The prohibitive costs of cards in some

³⁸ Information for some of the countries, where the cost is not mentioned in reports, have been obtained from ID4D database [Identification for Development \(ID4D\) Global Dataset | Data Catalog \(worldbank.org\)](https://data.worldbank.org/ID4D)

countries to a great extent can be attributed to, among other things, the high cost of establishment and maintenance of high-end IT infrastructure, cost of resourcing identity cards with security features (including chips in case of smart cards) and other servicing costs. It would be interesting to note that since 2003, Niger started issuing digital ID at the cost of USD 3.30, which proved to be too expensive then and therefore, had to revert to paper ID cards being issued by the local police department. It is clear that any attempt to recover the production cost of cards from people would be exclusionary, as it will leave out a large chunk of marginalized people who would not be able to afford them and consequently be denied services that are linked to the card itself. Therefore, the decision with regard to the type of identity card (which can range from paper-based card to smart card) should be based on considerations of useability, affordability, easy and timely access from clients' perspective on the one hand, and on the other hand from the providers' perspective in terms of physical infrastructure at local levels, level of and depth of ICT infrastructure and organizational capabilities and such as human resources and legal frameworks.³⁹ **

Complexities of procedures and requirement of documents

Although, the detailed business processes for application, validation, registration and issuance of identity cards vary from one country to another depending on the institutional and legal framework as well as the type of technology used in the management of the ID system, the basic processes are somewhat similar in all the countries barring DRC and Niger. In DRC, voters card is used as an identity document and practically no effective national identity system exists. In Niger, application for registration is processed, and identity documents are issued in paper form at the local police station. All the remaining eight countries have established digital national identity databases which include the demographic and biometric information of individuals registered into the database through a process of verification and validation in accordance with the laid down procedures. In all countries, the application process is manual and, as stated earlier, invariably requires the physical presence of the applicant at the local registration centre. Applications are submitted on paper⁴⁰ along with specified documents which again may vary to some extent across countries. In almost all countries, document verification is done manually to ascertain their authenticity, and then verification is made to establish the link between the physical person and the claimed identity. These processes that are often carried out at the local level manually can be a painstaking process and also lead to rejections and resubmission of applications. In Sierra Leone, in spite of the fact that a mass registration of citizens was started in 2017, at the time of assessment in 2019, a large number of applicants were still waiting to be registered into the national ID database due to the extremely slow process of verification and validation.

The type of documents required to be submitted by the registrant along with the application at the enrolment centre though may vary from one country to another to some extent; the one document that has to be invariably submitted in all countries is the birth certificate. Birth certificate is a legally recognized document that is used for obtaining foundational personal data, proof of birth and also

³⁹ Zambia which already has 84 percent citizens enrolled in the NID database currently provides identity card on plastic material. With the introduction of a new Integrated database called Integrated National Registration Information System, a wallet-enabled 'smart card' (13 wallets) will be issued as a 'national ID' which will be enrolled on the Zambia national payment switch, which is expected to have an immediate impact on the financial inclusion. Is this required and will this be sustainable are questions that only time will tell?

⁴⁰ In Cote D'Ivoire application can be completed on-line through internet including payment. However, the applicant still have to physically visit the registration to submit the required documents.

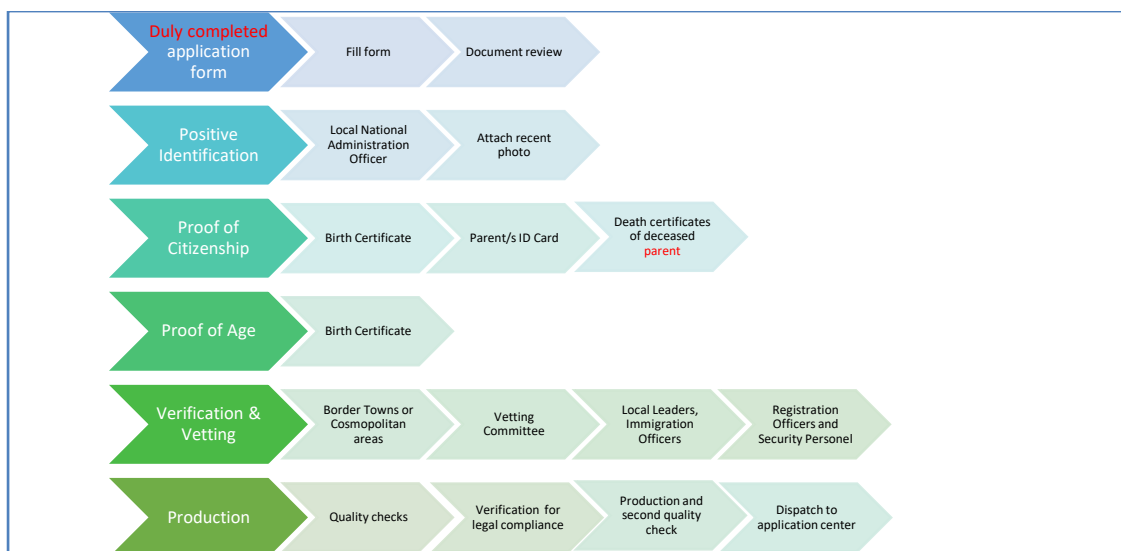
for the purpose of verifying if the applicant is a citizen or a resident non-citizen. It is often a big challenge for individuals, particularly the older population and the marginalized to obtain birth certificates as their births may never have been registered. It can be an even bigger challenge for people living in countries in which the civil registration systems in the past have been highly deficient or did not exist. Again, the process of delayed registration in many countries, as discussed in Section 1, can be very complex, time-consuming and expensive and can be extremely arduous for people living in these countries to obtain a birth certificate several years after the occurrence of their birth.

Several countries, in addition to birth certificates, have specified additional documents for ID registration, particularly for the purpose of verification of citizenship. For example, in Kenya, the parent's ID and death certificate of deceased parents are required for proving citizenship. In Cameroon and Cote D'Ivoire, a certificate of nationality issued by the local Court is also required to be submitted along with the birth certificate. In Cote D'Ivoire, only nationality certificates of less than 2 years and birth certificates of less than 6 months old are considered to be valid documents.

Figure 4 below depicts the business process of registration, validation and issuance of identity cards in Kenya and also shows the type of documents required for verification of demographic particulars and citizenship of the applicants. The diagram very aptly typifies the complexities of procedures across the value chain, starting from registration and leading up to the production and delivery of identity cards in most of the countries under study. This, added with the pre-requisite for submission of hard to obtain documents, poor accessibility to registration points and high direct and indirect costs for obtaining identity services are huge barriers in building a complete and fool-proof national identity database in a time-bound manner. The whole process may also be time-consuming and can even take a few months to issue the identity card after the application process is completed. Countries such as Kenya and Sierra Leone, which have managed to capture a large proportion of people through mass registration within a short period of time, are still struggling to formalize them into the newly created national identity database, because of the complex process of validation and vetting, which as depicted in Figure 4 to a great extent is a tedious and never-ending manual process.

Figure 4: Business process of registration, validation and issuance of identity card in Kenya⁴¹ *

⁴¹ Rapid Assessment Report by ECA under the auspices of UNLIA

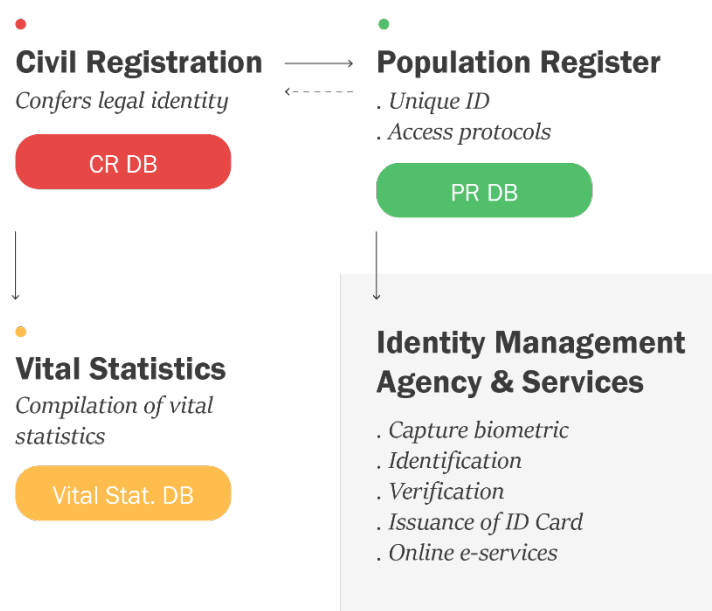


Status of Implementation of the United Nations Legal Identity Agenda (UNLIA) model in 10 countries

The UNLIA model *refers to the holistic approach to civil registration of all vital events, production of vital statistics, the establishment and maintenance of population registers and identity management apparatus from birth to death, and there should be full interoperability⁴² between these functions in a simultaneous manner, according to international standards and recommendations and in compliance with the human rights of all people concerned, including the right to privacy.* Figure 5 below provides a simplistic overview of the UNLIA model the essential outputs associated with the components of the model. The goal is to build a system that operates like a well-designed machine in which all its components work in perfect harmony and unison so as to deliver the required outputs in an efficient and timely manner.

⁴². Interoperability in this context refers primarily to ensuring that systems are using the same set of definitions, classifications and methodology, as well as technologically compatible platforms allowing for full harmonization of interfaces and access protocols. Interoperability between functions does not infer allowing full access and manipulating records and content of any single system. (Para 83, Page 19 Implementation of the United Nations Legal Identity Agenda United Nations Country Team Operational Guidelines)

Figure 5: Simplistic overview of the UNLIA model



State of readiness and potentiality of success in countries

Table 6 provides a scored assessment of the state of progress of each of the critical process outputs of the UNLIA model.⁴³ for all the 10 countries. This is based on the information compiled in Annex 8 which provides the status of progress made thus far with regard to these critical outputs of the model. It also provides an overall score (total of the scores of the different outputs) for each country, which in a broad sense represents the state of readiness and the potentiality of the country in implementing the UNLIA model albeit with less than full efficiency. The indicators selected for the critical outputs are

- a) civil registration system fully digitized at local level
- b) national level digital database for civil registration data exists
- c) national level digital database for national ID data exists
- d) civil registration system used to update national ID database electronically and in real time
- e) national level digital population register exists
- f) unique identity number provided to each person
- g) vital statistics compiled on a regular basis based on civil registration

All the above-mentioned indicators generally can have only two responses, namely 'Yes' or 'No'. However, in this case as will be seen from Table 6, that the scores range from 0 to 2. Score '0' indicates a positive 'NO' and score '2' a positive 'YES'. Score 1 is assigned when there is some evidence of partial achievement or some actions have been or are being initiated to achieve the

⁴³ It would be important to note here that the UNLIA model does not in any way propagate the idea of a nationally integrated digital legal identity system. This model can be implemented at local levels manually and be completely paper based or as independent model at province levels. However, the assessments show that all the 10 countries have envisioned and are progressing towards building a digital legal identity ecosystem and therefore, have been assessed using the parameters that are pre-requisite for establishing such a system.

output. For example, if the legal framework is already in place to update the national identity database by linking it to civil registration, a score 1 is assigned to the relevant indicator (in this case, indicator d). The scores have been as assigned, as far as practicable, in an objective manner but a certain amount of unintended subjectivity cannot be ruled out. Although, the scoring method may not be perfect, the assessment is expected to provide a fair assessment of the situation with regard to the state of readiness of the country and its potential to establish a system that is in line with the UNLIA system.

Table 6: Scored assessment of the overall state of readiness and potentiality of countries in the establishment of the UNLIA model

Country	Indicator for measuring status of critical outputs of the UNLIA model							Total score (out of 14)	Rank
	a)	b)	c)	d)	e)	f)	g)		
Cameroon	1	1	2	1	1	2	0	8	4
Cote D'Ivoire	1	1	2	1	1	2	1	9	3
DRC	0	0	0	0	0	0	0	0	8
Kenya	2	2	2	1	1	2	2	12	1
Liberia	1	0	2	0	0	2	0	5	6
Mozambique	1	2	2	0	0	2	1	8	4
Niger	1	1	0	0	1	1	0	4	7
Nigeria	1	2	2	0	0	2	0	7	5
Sierra Leone	2	2	2	1	1	2	1	11	2
Zambia	0	2	2	1	0	2	2	9	3
Total	10	13	16	5	5	17	7		

a) civil registration system fully digitized at local level; b) national level digital database for civil registration data exists; c) national level digital database for national ID data exists; d) civil registration system used to update national ID database electronically and in real time; e) national level digital population register exists; f) unique identity number provided to each person; g) vital statistics compiled on a regular basis based on civil registration

The analysis provides a good understanding of the level of maturity of each of the desired outputs of the UNLIA model and also provides a sense of how 'distant' the current system in a country is from establishing the model. It can be seen from Table 6, that among the 10 countries, Kenya seems to have the highest potential of establishing the UNLIA model, followed by Sierra Leone and DRC the lowest. Kenya certainly shows higher potential than Niger; and Sierra Leone is in a better state of readiness than Liberia. The analysis neither factors in current levels of efficiency in which these individual components are working nor the quality of their outputs. A country, even having established the UNLIA model, may take several years to achieve completeness and full efficiency in implementation of this integrated model. There are several other factors that can hinder the

progress of CRVS system, such as the socio-economic environment, sustained political will and more importantly the continued public trust. Even with a perfectly built digital ID register that is updated in real time using CRVS records, countries with paper-based or inefficient digital systems and poor levels of birth and death registration will not be able to successfully build a robust and complete national ID system. With current levels of death registration being less than 20 per cent in most of the countries, establishing a UNLIA model will remain a pipe-dream for a long time even if state-of-the-art technologies are deployed for management of ID systems.

The column totals presented in Table 6 provide interesting insights into the overall progress made in achieving critical outputs across the 10 countries. The countries have fared reasonably well in terms of establishing electronic national identity registers. This was largely driven by the demand for identity cards from the public accessing identity services. For example, in Zambia, one needs a National ID card to access services like employment, get social cash transfer, apply for a passport, to open a bank account, obtain a driver's license, to register a car in one's name, in registration of birth of his/her child etc.

One of the most critical challenges observed in building a complete and robust identity management system is the absence of organic linkage between CR and ID management system, This linkage can be established when both CRVS and national ID systems are maintained on digital platforms, and the civil registration is fully digitized (preferably automated) at the local level. None of the countries has been able to establish a system whereby the national ID database is updated in real time using the information from the CR system. It can be seen from Annex 8 and also from Table 6 above that only Kenya and Sierra Leone are fully digitized at the local registration level, while on the other hand in eight countries the national ID systems are electronically maintained using sophisticated technology and high levels of security. The uneven pace of digitization is proving to be a major bottleneck in establishing an integrated identity management system that is robust and complete.

Out of the 10 countries assessed, only four countries namely, Cameroon, Côte d'Ivoire, Kenya and Niger have laws on data protection and privacy.⁴⁴ (See Annex 1). The absence of robust data protection law leads the population to have low confidence and trust in identity management systems. It also leads to the misuse of data. Therefore, countries need to develop and enforce strong and comprehensive data protection laws to ensure respect for human rights, especially in the age of digital legal identity.

Initializing the national identity database

The UNLIA model (Figure 5) clearly shows that the recommended pathway of the link between civil registration and identity management system is through a population register. The first step of rolling out the model is to build a 'stock' of the existing population of the country - a) through mass registration of all residents, and b) use the existing database. Once the stock of all currently living residents is established, it is continuously (in some cases in real time) updated, using a flow of information on vital events registered in the civil registration system. New entrants, other than newborns, such as those left out during the establishment of the initial register, are registered on the basis of the submission of documents as specified in the relevant law and following the due process

⁴⁴ It is important to mention here that assessment did not assess the adequacy of these DP laws and their implementation status

of verification and identification. Every person's record in the population register is assigned a unique identification number.⁴⁵

According to UNLIA, the population register is used for identity management. Additional layers of identity are collected for all resident population of specified age during or after the initialization of the population register to establish a national identity database, which is used for the purpose of providing identity cards and authentication services. Therefore, while the population register includes all population starting from age 0, the national identity database may include only those residents who attain a legally minimum age (usually 18 years) and in some countries only citizens are included. In many countries, however, population registers and identification registers are established and operated as a single database or as two separate, but inter-operable databases linked through unique identity numbers assigned to individuals⁴⁶.

The standard process of building and maintaining a population register/identity database as envisaged in the UNLIA model (described in the previous two paragraphs) helps in benchmarking the existing efforts made by countries towards initializing their identity databases and thereafter, updating them. Firstly, none of the 10 countries has a national population register separate from the national identity register as envisaged in UNLIA model (See Figure 5). Cameroon, Cote D'Ivoire, Kenya, and Sierra Leone are in the process of building a population register (starting from age 0) integrating the biometrics of adults into the same database. In Niger, a new law was enacted in 2019, which provides for the institution of a national population register, assignment of a unique number to all citizens and legally residing non-citizens included in the register and updating of the register through the civil registration system. The biometric information will be stored in a separate registry. DRC as has been mentioned earlier, has no national identity database and paper-based identity credentials are issued at the local level and no immediate plans to build a national identity database. Liberia, Mozambique, Nigeria and Zambia have no clear plans of building any identity database starting from age '0' but are attempting to build one that will include population after a specified threshold of age.

It will be also important to mention about the West African Unique Identification Project for Regional Integration and Inclusion (WURI). The World Bank Group has launched a multi-phase program approach focused on identification for development (ID4D) within ECOWAS (Economic Community of West African States) sub-region. This project is called WURI (West African Unique Identification Project for Regional Integration and Inclusion). The project is structured around three main components: (i) Strengthening the legal and institutional framework; (ii) Establish strong and inclusive fundamental identification systems; and (iii) Allow access to services through identification documents.

The identity databases in many of the countries currently include only those people who received identity cards. In addition, many countries, such as the DRC and Niger, have invested in the creation of voter registers for many years in the run-up to various election cycles. Building on such existing databases (or from any other truncated database) to initialize a population register is proving to be a

⁴⁵ https://unstats.un.org/legal-identity-agenda/documents/Paper/KnowledgeSeries1/pop_registers.pdf

⁴⁶ The updating of an identity database by linking it with birth and death registration data from civil registration system presupposes that the database has the one of the most essential features of the population register – that is it starts from age '0'.

big challenge. One of the major challenges is the legacy system, which when used as the starting point for initializing an identity database, creates complexities in terms of cleaning up the existing data through a process of re-verification of identity credentials, removing the dead, mass registration of those people who have not registered previously as well as the children. This may also include capturing of biometrics using new technology for all and de-duplication. Re-issuance of a new unique identity number and a new identity card replacing the ones issued earlier not only add to the complexities but also put a burden on the exchequer as well as on the public, who may have to pay more to obtain an identity card.

Given below are a chronological account of how Cote D'Ivoire and Kenya tried to initialize their identity databases. These two country examples typify the situation as it exists today in countries that are in the process of establishing national identity database. The examples will show how Cote D'Ivoire and Kenya despite several years of painstaking efforts, are yet to succeed in initializing an identity database that is robust and complete. In fact, none of the countries has been able to build what they wanted.

Cote D'Ivoire: The electoral list of the year 2000 was considered as the base register for building the identity database. A census-type operation was undertaken to collect biometric data from each Ivorian aged 18 years and older in order to update the 2000 electoral list. Between August 2008 and April 2009, 6.38 million people over age 18 were registered and issued identity cards. The process was halted in 2010 and resumed in 2014. In 2019, all the ID cards that had been provided had expired but their validity was automatically extended. This was done in conjunction with the introduction of the new identity card system that was launched in December 2019. The Government of Côte d'Ivoire, by a decree in May 2018 provided for establishing the National Register of natural persons-Registre National des Personnes Physiques (RNPP), a system for the biometric identification of persons which will be constituted on the basis of universal biometric enrolment of the population residing in Côte d'Ivoire.

Kenya: In 2005 registration of persons using harmonized approach was initiated to establish an Integrated Population Registration System (IPRS) that integrated all government population registration databases into one national database. The National Registration Bureau migrated 27.4 million identity registration records into IPRS (Integrated Population Registration System). Starting 2013, all the birth and death registration records of the past years starting from the year of independence was scanned and digitized. The IPRS database was gradually updated by migrating the legacy data on birth and death registration. All these efforts did not prove to be beneficial and the IPRS continued to remain in a state of flux for 13 years. The National Registration Bureau continued to issue identity cards based on demand. In 2018, the National Integrated Information Management System (NIMS, code named Huduma Namba) was introduced, which essentially involved mass registration of all adult population with biometrics and issuance of a new identity number (Huduma number) and national identity card. The IPRS failed and the National Registration Bureau closed shop. The new system has practically started everything from scratch and the cleaning up process of NIMS is continuing. The Huduma Namba is now registering children under age 18 and is in the process of linking civil registration system.

The big question is, given that the different components (CR, ID and VS) of the UNLIA framework are still working at low levels of efficiencies as individuals systems and the fact that these are not inter-

connected as an integrated and holistic identity system, what is the pathway that a country should adopt to establish a model that is akin to the one given in Figure 5? Where does a country start, how does it connect the components that are moving at a different pace? Does the country have the necessary enabling environment to establish and sustain a UNLIA model, and if not, what changes will be required to enhance the capabilities?

Section 4: Recommendations

The synthesis report clearly brings out the fact that the identity landscape is fragmented in almost all the 10 African countries covered in this report. The three main components that make up the UNLIA model namely, CR, ID and VS are mostly functioning in their own silos and are not inter-connected. However, the required political will and commitment as well as the urgency for establishing an integrated and holistic identity system was discernible across the board. Consequently, several countries in the recent past initiated legal and institutional reforms for the management and operations of a new integrated model of an identity system that they envision to build. The UNCT operational guidelines on the implementation of the UN Legal Identity Agenda not only brought clarity with regard to the approach to be adopted in building and sustaining an identity system that is holistic and 'life-cycle' based, but it also came at a time when the countries were looking for 'the solution'. However, the findings from the assessment reports suggest that the challenges are multitudinous and complex and though may in some way can be said to be similar, could also vary from one country to another in terms of their nature, extensivity and depth. Some of the major challenges, among other things, include the uneven pace of digitization of CR and ID systems with the former being largely paper-based, incomplete (in most cases bloated) identity databases, complex procedures and inappropriate business processes, poor quality of products and services and high cost of services.

The two main questions that the countries are groping with while looking for pathways to establish a UNLIA model for identity management are a) how and where to begin? and b) how and when to connect the pieces that are progressing at different paces? It is, therefore, more about focusing on the development of an integrated business process and the roadmap to implement it through the use of appropriate technology. Although a complete civil registration system is the foundation for a complete and robust identity management system, it would not be necessary to follow a sequential model. While the countries continue their efforts in improving their CRVS and ID management systems they should take steps in building and integrating the respective databases while continuing their efforts in strengthening these two systems. By doing so the identity ecosystem will be established though it may continue to be incomplete and remain in transient state for sometime until it reaches a steady state. It would be important to study the pathway to success of implementation of an integrated system in some of countries in Africa such as Botswana, Namibia and South Africa.

Given the nature of the challenges, it makes a lot of sense for the UNLIA Task Force to focus on upstream work and provide strategic support in guiding the countries towards building an integrated system of identity management in line with the UNLIA model.

The recommendations are listed below.

1. Advocate for expanding the narrative of APAI-CRVS from CRVS to CRVSID in a formal way. The UNLIA Secretariat should be part of the Core Group under the APAI-CRVS. It is a win-win situation for both the CRVS and ID systems for the continent. It makes a lot of strategic sense to leverage on a programme that has succeeded in building and sustaining momentum across African countries in strengthening CRVS systems.
2. The report indicates that the countries are keen to establish and implement integrated and holistic identity ecosystems. There is a palpable sense of urgency across almost all the countries. Given that they are at different levels of progress and maturity, it would be extremely critical to provide country-specific technical assistance for the development of pathways leading to the establishment of a functional UNLIA model. These pathways will be different from one country to another and will depend on their levels of progress and maturity. These will include supporting a complete package of activities which in addition to the technical support will also include advocacy with policy makers, supporting development of policy documents, and legal review.
3. Provide technical assistance for building efficient business processes for an integrated model and develop an action plan for its implementation, including strengthening of the operational capabilities such as the legal framework, ICT, human resources, physical infrastructure, management and coordination, and advocacy and communication.
4. UNLIA Secretariat should develop a short guideline that will include a) pathways to the establishment of the UNLIA model for countries with different starting points and b) various scenarios of as-desired business processes for an integrated model of identity system and the organizational capabilities required for each successfully implement these alternative processes. This will be used for providing technical assistance as mentioned in recommendations 2 and 3.
5. Three countries namely, Kenya (2018-2023), Mozambique (2019-2028) and Sierra Leone (2019-2024) are currently implementing strategic plans for improvement of their CRVS systems⁴⁷. The UNLIA secretariat may work with these countries to review the plans and include strategies and activities related to linkages of CRVS systems to ID management systems and other identity assets existing in the countries (Voter, Insurance, Social register) In the remaining countries which are currently undertaking assessments (such as Cameroon and Niger) or planning to do so in near future, the Secretariat may advocate to ensure that the aspects related to the inter-operability between CRVS and ID management are built into the assessment and subsequently in the plans. It may be however, necessary to prioritize the countries based on an agreed set of criteria, preferably selecting countries from both ends of the spectrum of level of maturity as described in Table 6.
6. Support from development partners and donors in many of these countries have been sporadic, overlapping and often unsustainable. The UN Secretariat through the UN Resident Coordination Office should work towards establishing donors and development partners groups or committees for better coordination and avoid duplication of efforts. Examples of such committees are available in Cote D'Ivoire, Mozambique and Liberia which can be examined in details and an appropriate model recommended. Interestingly, in Sierra Leone, UNDP is the co-chair of the inter-departmental coordination committee, a model that can be studied for recommending representations in the inter-department committees both at the

⁴⁷ The plan periods are mentioned in brackets alongside the country names.

high level and technical level. One of the ways that the government can ensure a convergent approach and avoid duplication is to first develop a cost strategic and action plan through a consultative process that should include all the relevant and active development partners operating in the country, and then get all of them to support activities of 'the plan'.

7. Provide end-to-end onsite technical assistance to 3 to 4 selected countries preferably through global experts supported by local consultants. The scope of work of the CRVS consultants (if any) currently providing technical assistance in the selected countries can also be expanded to include support described in recommendations 2 and 3 above. It will be critical to re-orient the consultant using the guidelines recommended in 4 above. The choice of countries is extremely critical and left to the Secretariat to decide based on criteria to be determined through a process of consultation⁴⁸.
8. Organize workshops for experience sharing among countries included in the UNLIA project in Africa, prepare periodic status reports and share them in various forums, including the Ministerial Conference.

⁴⁸ The basic consideration perhaps is to select a country that has progressed but still continues to be in a state of flux for a long time or the country that has a clean slate but has all the necessary legal, institutional and governance structures in place.

Annexure

Annex 1: Legal Framework for Civil Registration, National ID, Vital Statistics, Data Protection and Privacy

Sl. No	Country	Legal framework (quote the latest year)			
		CR (Birth, Death, Marriage and Divorce)	National ID	Vital statistics	Data protection and privacy
1.	Cameroon	Yes. 2011 Law No. 2011/011 of 6 May 2011 There is Civil Registration Bill, 2019 which is still not been enacted as a Law	Yes. 2016 Decree No. 2016/375 of 4 August 2016	Yes. 2001 Decree No. 2001/100 of 20 April 2001	Yes there are laws on protection of personal data but there are serious lacunas. The name of the law is not mentioned
2.	Côte d'Ivoire	Yes. 2019 Law no 2018-862 of 19 November 2018 and Decree No. 2019-805 of 2 October 2019	Yes. 2007 Law No. 2004-303 of 3 May 2004. Peace Accord of Ouagadougou of March 4, 2007-For ID management	Yes. 2013 Law n° 2013-537 of July 30, 2013	Yes. 2013 Law No. 2013-450
3.	Democratic Republic of Congo	Yes. Law No. of 1 August 1987 on the Family Code Law No. 16/008 of 15 July 2016 amending and supplementing previous law is yet to approved by the Parliament	Yes. 1995 Decree No. PM/0008 of 10/03/1995	Yes. 1978 Order No. 78-397 of 3 October 1978	No.
4.	Kenya	Birth and Death Registration Act 1972 Huduma Act 2020 (yet to be	Registration of Persons Act 2012 Huduma Act 2020 (yet to	Yes. 2019 Statistics Act No. 4, 2006 – amendment of 2019	Yes. 2019 Data Protection Act, 2019

		approved by the Parliament)	be approved by be the Parliament)		
5.	Liberia	Yes. 2017 Public Health Act in 1976 with the amendment of 2017	Yes. 2011 National Identification Registry Act of 2011.	National Statistics and Geo-Information Act amended in 2004 (Chapter 50 A of The Liberian Code of Law)	No
6.	Mozambique	Yes. 2018 Civil Registration Code 12/2018	Not mentioned	Yes. 2018	No
7.	Niger	Yes. 2019 law No. 2019-29 and Decree No. 2019-463	Yes. 2003 Le Décret n° 2003-257/PRN/MI/D du 17 octobre 2003 instituant une carte d'identité obligatoire	Yes. 2019 Decree 2019-436 of 28 August 2019	Yes. 2017 Personal Data Protection Act No 2017-28
8.	Nigeria	Yes. 1992 Act No. 69 of 1992	Yes. 2007 National Identification Management Commission Act, 2007	Yes 1992 Act No. 69 of 1992	No
9.	Sierra Leone	Yes. 2016 National Civil Registration Act, 2016	Yes. 2016 National Civil Registration Act, 2016	Yes. 2016 National Civil Registration Act, 2016 Statistics Act, 2002	No
10.	Zambia	Yes. 1973 Birth and Death Registration Act Cap 51, from 1973	Yes. 2019 National Registration Act as gazetted by SI No. 34 and no. 83 of 2019	Yes. 2018 Statistics Act 218	No

Annex 2: National level agencies that are responsible for administering the civil registration, vital statistics and national id systems and status on existing coordination committees

Country	Ministry/Department Agency responsible for			Does a National Coordination Committee exist	Remark
	Civil Registration	Vital Statistics	ID Management		
Cameroon	Bureau National d'État Civil (BUNEC) National Office of Civil Registration Ministry: Ministry of Decentralization and Local Development (MINDDEVEL)	National Institute for Statistics Ministry of Economy, Planning and Territorial Development (MINEPAT)	Délégation Générale à la Sureté Nationale (DGSN)/ General Delegation for National Security Line Ministry: Ministry of Defence and Security	The PRE2C Steering Committee, chaired by the Minister of Decentralization and Local Development (MINDDEVEL), and a Technical Secretariat supporting the committee	Three different agencies and Ministries The coordination committee does not function effectively
Cote D'Ivoire	National Office of Civil Registration and Identification (ONECI) Ministry of Territorial Administration and Decentralization (MTAD)	The Department of Studies, Planning and Monitoring and Evaluation Ministry of Territorial Administration and Decentralization (MTAD) NIS has a limited role of analysis	National Office of Civil Registration and Identification (ONECI) Ministry of Territorial Administration and Decentralization (MTAD)	No inter-departmental coordination system exists A Working group made up of several Technical and Financial Partners (PTF) has been formed under the chairmanship of UNICEF, which also provides the secretariat	One single agency for all three functions
DRC	Directorate of Population Ministry of Interior and Security	National Institute of Statistics Ministry of Planning	National Agency for Population Identification (ONIP) Ministry of Interior and Security	There is an informal, ad hoc, non-legally binding coordination mechanism consisting of a committee of key stakeholders	The CR and ID are under the same Ministry but different department
Kenya	Department of Civil Registration Services (CRS) (for birth and death and adoption)	CRS together with Kenya National Bureau of Statistics	National Registration Bureau	National Integrated Information Management System	CR (birth and death) and VS to great extent under CRS and System

	<p>Ministry of Interior and Coordination</p> <p>Marriages, divorces, and annulments are under the Office of the Attorney General and the State Department of Justice (OAGSDJ)</p>		<p>Ministry of Interior and Coordination</p>	<p>Committee chaired by the Principal Secretary National CRVS Technical Working Group (TWG) which also includes development partners</p>	<p>ID under the same Ministry</p> <p>It seems that the high-level committee includes the national id system as well and not just limited to CRVS system</p>
Liberia	<p>Bureau of Vital Statistics (for birth and death registration) Ministry of Health</p> <p>Civil marriages, divorces are under Center for National Documents and Records Agency (CNDRA)</p> <p>Traditional marriages, divorces are under the Ministry of Internal Affairs.</p> <p>Adoptions and legitimization are under the Ministry of Gender, Children and Social Protection (MGCSP)</p>	<p>Bureau of Vital Statistics (for birth and death registration) Ministry of Health in collaboration with Liberia Institute of Statistics and Geo Information Services (LISGIS)</p>	<p>National Identification Registry Autonomous agency governed by a Board of Registrars (BoR) appointed by the President of Liberia and confirmed by the Senate.</p>	<p>No coordination mechanism exists</p> <p>A Country Donor Steering Committee exists</p>	<p>Birth and death registration system and compilation of VS remains under the same Bureau</p>
Mozambique	<p>National Directorate of Registry and Notaries (DNRN) (All vital events) Ministry of Justice, Constitutional Affairs and Religions</p>	<p>Directorate of Demographic, Vital and Social Statistics National Institute of Statistics (INE) An autonomous body</p>	<p>Directorate of ID Ministry of Interior</p>	<p>GITEV (Inter-Ministerial Working Group on Vital Statistics) At the UN level, a UN Technical Team on CRVS (UN TT CRVS).</p>	<p>CR, VS and ID under three separate agencies and Ministries</p>

Niger	General Directorate of Civil Registration, Migration and Refugees (DECMR) -all events Ministry of the Interior, Public Security, Decentralization, and Customary & Religious Affairs	Department of Statistics, Demography and Social Studies National Institute of Statistics Ministry of Finance	National Police General Directorate: Ministry of Public Security, Decentralization, and Customary and Religious Affairs	No coordination mechanism exists	CR and ID under same Ministries but in two different departments
Nigeria	National Population Commission (for birth and death) Ministry of Interior in the Office of the President Federal Ministry of Justice (all other events)	National Population Commission (for birth and death) Ministry of Interior in the Office of the President	National Identity Management Commission (NIMC) Office of the President.	No coordination mechanism exists	CR (birth and death) and VS under the same Ministry
Sierra Leone	National Civil Registration Authority (NCRA) as a central semi-autonomous (births, deaths, adoptions, legitimization and recognition) Ministry of Internal Affairs Registration of civil and religious (Christian and Mohammedan) marriages, divorces, annulments, and judicial separation Office of the Administrator and Registrar General of Marriage Ministry of Justice	National Civil Registration Authority (NCRA) as a central semi-autonomous Ministry of Internal Affairs	National Civil Registration Authority (NCRA) as a central semi-autonomous Ministry of Internal Affairs	High-level strategic coordination forum established at Director level and chaired by the Minister. Technical level Taskforce Committee Development Partners' Coordination Forum called the Steering Committee chaired by the Minister of Internal Affairs/ Finance and Co-chaired by the UNDP Resident Representative.	CR, ID and VS under the same agency and Ministry. However, the VS function of NCRA is in conflict with Statistics Act

Zambia	Department of National Registration, Passports and Citizenship (DNRPC) (birth, death, and marriage) Ministry of Home Affairs Ministry of Justice (Divorces, Annulment, Judicial separation, recognition, and legitimization)	Zambia Statistical Agency (ZamStat) Ministry of National Development Planning	Department of National Registration, Passports and Citizenship (DNRPC) Ministry of Home Affairs	National Steering Committee comprising of the Permanent Secretaries and Directors of the relevant departments Technical Working Group - ministries, development partners and civil society organizations	CR (births, deaths and marriages) and ID under same agency Analysis and dissemination of vital statistics is done by the Zambia Statistics Agency (ZamStats)
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Annex 3: Number of registration centres and the lowest administrative levels at which civil registration services are delivered

	Country	No. of Main/Primary Registration Centres	Location of the primary centres	Secondary Registration Centres	Location of the secondary centres
1.	Cameroon	Not available	In each urban community, commune	2400	Rural communes
2.	Côte d'Ivoire	673	Capitals of communes and sub-prefectures are housed in proper government offices.	1168	Key villages (high population) Secondary centres are sometimes housed in private homes.
3.	Democratic Republic of Congo	1017	In Capitals of Provinces, Some urban communes	3750	Localities (Lowest administrative level)
4.	Kenya	126	Sub-counties and some areas Several sub-counties share a central office until each has its own	None	-
5.	Liberia	26	Districts	None	-

6.	Mozambique	509 (164 are classified as urban and 345 are in rural areas)	Administrative Posts (Postos - lowest administrative unit Civil Registration Posts also positioned in some of the big health facilities.	None	-
7.	Niger	265	Administrative capitals of the communes, Primary registration centers are linked to the <i>communes'</i> seat of administration, mostly a mayor's office.	11382	Administrative sub-structures of the communes, such as smaller villages, urban quarters, or special tribal administrative regions
8.	Nigeria	4011	Ward	None	-
9.	Sierra Leone	15	District	None	Plans to establish registration offices in Chiefdoms' office
10.	Zambia	116	District	861	Health facilities formally designated as registration centres

Annex 4: Area of donor/development partner support

Sl. No	Country	Area of Support
1.	Cameroon	<p>World Bank Group (WBG) : project on CR in health facilities under GFF</p> <p>UNICEF: funding the Universal Birth Registration Project in some pilot areas</p> <p>The European Union: Support Programme for Active Citizenship (PROCIVIS)</p> <p>UNDP: provided assistance for the BUNEC, justice structures and vulnerable people to provide and obtain birth certificates and national ID cards in the contexts of prevention of violent extremism and</p>

		<p>humanitarian assistance (in particular opening bank accounts) in the Far North region.</p> <p>UNDP with other partners such as UNICEF, UNHCR and Norwegian Refugee Council (NRC) has established a coordination mechanism around the BUNEC and justice structures in the Far North Region to offer a holistic support approach.</p> <p>Other major donors/development partners: The German Coopération (GIZ) and French Development Agency</p>
2.	Côte d’Ivoire	<p>WBG - WURI (West African Unique Identification Project for Regional Integration and Inclusion) Project</p> <p>UNICEF –</p> <ul style="list-style-type: none"> • pilot project to set up a systematic birth registration at community level through the collection of birth data by health care providers and community-based chiefs). • registration of children without birth certificates in primary school (6-10 years old) through mobile court hearings campaigns. <p>UNHCR - supported the development of the national action plan to combat statelessness</p> <p>European Union - modernization and securing of the Ivorian civil registration system.</p> <p>UNDP- supported development of voter registry.</p>
3.	Democratic Republic of Congo	<p>UNICEF: supporting civil registration system (awareness raising, printing and delivery of nationwide birth registers containing pre-printed and standardised birth certificates, infrastructure support, catch-up campaigns)</p> <p>WBG: support CRVS system</p> <p>Other major donors/development partners: UNHCR; IOM; UNFPA; UNDP and UNLIA</p>
4.	Kenya	<p>UNICEF:</p> <ul style="list-style-type: none"> • supported CRS in review processes and bottleneck analysis exercises • automation of the CRVS process • supported a high-level multi-sectoral civil registration benchmarking mission to Estonia and Netherlands <p>UNFPA: support to produce the Kenya Vital Statistics Report.</p> <p>UNDP has been supporting the implementation of UNDAF Result Area, <i>“By 2022 people in Kenya access high quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced and accountable”</i>.</p> <p>UNHCR supported CRS in providing CRVS activities in refugee camps.</p> <p>Other major donors/development partners: IOM; Plan International; WBG (just ended)</p>
5.	Liberia	UNICEF

		<ul style="list-style-type: none"> in collaboration with Plan-Liberia, Crisis Management Initiative (CMI), World Bank Global Financing Facility (GFF) and Global Alliance for Vaccines and Immunisation (GAVI): supported universal birth registration (UBR) system strengthening. Capacity building of MoH staff <p>Other major donors/development partners: UNHCR; IOM; UNDP</p>
6.	Mozambique	<p>CIDA: support INE’s capacity to produce civil registration-based vital statistics</p> <p>UNICEF:</p> <ul style="list-style-type: none"> financial and technical support towards design and establishment of the e-CRVS system for birth registration. revision of the Civil Registration Code drafting of the CRVS Strategic Plan and periodic revisions capacity building awareness creation <p>UNFPA and UNICEF: supported INE in strengthening its capacity to produce regular vital statistics reports from the civil registration system.</p> <p>WHO provided financial and technical support to the Ministry of Health on in-facility deaths registration and medical certification of causes of death (MCCoD).</p> <p>Other major donors/development partners: UNHCR; UNDP; IOM; OHCHR; UN Women; Global Affairs Canada, Irish Aid and Italian Cooperation and Irish Aid</p>
7.	Niger	<p>UNICEF:</p> <ul style="list-style-type: none"> is supporting a variety of sectors in Niger, ranging from child and maternal health to social inclusion, nutrition, education, and emergency response. Mobile civil registration initiatives <p>UNICEF in partnership with European Union:</p> <ul style="list-style-type: none"> Awareness raising Advisory support digitization of birth records <p>Other major donors/development partners: UNHCR; IOM; UNDP;</p>
8.	Nigeria	<p>UNICEF: digitalization programme for birth registration launched in 4 states</p> <p>WBG (ID4D):</p> <ul style="list-style-type: none"> funding the establishment of the NIMS and its supportive infrastructure provided for civil registration of 1 million children

		<ul style="list-style-type: none"> conducted a legal, technical and gender assessment, supported the development of the CRVS National Strategic Plan 2018-2022 <p>Other major donors/development partners: WHO; UNECA; UNDP; UNHCR</p>
9.	Sierra Leone	<p>UNECA: supported the development of CRVS and ID Management Strategic Plan (SP) 2019-2024</p> <p>UNICEF: supported NCRA in birth registration including revision of tools, certificates and printing.</p> <p>Plan International: community sensitization, mobilization and access to birth registration services at the sub-national level.</p> <p>European Union:</p> <ul style="list-style-type: none"> Civil Registration supporting NCRA in establishment of the Identity Management Programme <p>Other major donors/development partners: Irish Embassy; UNOPS; WHO and the Gates Foundation; UN Women; UNDP; IOM</p>
10.	Zambia	<p>UNLIA: provided infrastructure support and legal review to enable integration between three components of legal identity.</p> <p>UNICEF in collaboration with the European Union:</p> <ul style="list-style-type: none"> supported the birth registration improvement programme- including birth certificate printing centres development of a National Communication and Advocacy Strategy <p>WHO, Measure Evaluation and CDC: supporting monitoring and reporting of death registration statistics including medical certification of causes of death, verbal autopsy and ICD coding</p> <p>Other major donors/development partners : UNDP; UNFPA and Bloomberg (CDC); IOM; UNAIDS; UNHCR.</p>

Annex 5: Cost of Registration, obtaining certificate and ID card

Sl.No	Country	Fees						
		Registration		Obtaining certificate		Delayed registration		ID card
		Birth	Death	Birth	Death	Birth	Death	
1.	Cameroon	Free		Free		Judicial procedure takes place but the cost involved is not mentioned		FCFA 2800 (approx. USD 5)
2.	Côte d'Ivoire	Free within 90 days.	Not available	Need to pay about 80 US cents for administrative stamp.	No	Post 90 days, it incurs cost for judicial procedure.	Not available	USD9approximately

						Exact amount not mentioned		
3.	Democratic Republic of Congo	Free		Free		Judicial procedure. Between USD 45 and USD 300	Not available	Free
4.	Kenya	Free if before 6 months		Birth and death certificate application fee of Kes. 50 (USD 0.5) Minimum - USD 0.50 (KES 50) Maximum - USD 1.30 (KES 130)		Not available A penalty of USD 1 (KES 100) is charged for late registration		Free
5.	Liberia	Free for children under age 13;	USD 6	Free for children under age 13; there is one fee that includes the cost of registration and the birth certificate.	USD 6	Judicial procedure takes place but the cost involved is not mentioned	Not available	High cost of application for the biometric identity cards
6.	Mozambique	Free within 120 days (prescribed time limit) Yes for death registration		50 mts for both		50 mts for both		1.2 USD for children and 2.5 USD for adults. The ID card comes with validity period and cost is involved for each renewal
7.	Niger	Free		Free		Judicial procedure takes place but the cost involved is not mentioned		Free
8.	Nigeria	Free if within 60 days	Free if within 48 hours	Free if event is registered within the stipulated 60 days and 48 hours respectively		Penalties are there but not mentioned in the report.		Not mentioned High cost of application for the biometric identity cards
9.	Sierra Leone	Free if before 3 months		Certificate free for the first 3 months		Late registration fee of Le 10,000 (USD 1.)		USD 0.22

			Certified true copy of birth certificate fee of Le 25,000 (USD 2.5)	Delayed registration fee of Le 10,000 (USD 1.)	
10	Zambia	Free upto 12 month	Free for the first issuance	Not mentioned	Free

Annex 6: Prescribed time limit for registration of births and deaths

Sl.No	Country	Prescribed time limit for registration	
		Birth	Death
1.	Cameroon	Health Facility – 90 days Home – 60 days	90 days
2.	Côte d'Ivoire	90 days	15 days
3.	Democratic Republic of Congo	90 days	30 days
4.	Kenya	180 days	180 days
5.	Liberia	14 days	24 hours
6.	Mozambique	120 days	120 days
7.	Niger	60 days	60 days
8.	Nigeria	60 days	48 hours
9.	Sierra Leone	90 days	90 days
10.	Zambia	30 days	30 days

Annex 7: Level of digitisation of CR and ID systems

Sl. No	Country	CR system (manual /semi-digitised/ fully digitised)	If semi-digitized or fully digitized, is there a central database for civil registration	ID system (manual /partially digitised/ fully digitised)	Is card issued, if yes, is it smart card
1.	Cameroon	Manual	-	Fully digitized (collection of information is done manually)	Yes, smart
2.	Cote D'Ivoire	Manual	-	Fully digitized (collection of information is done manually)	Yes. Smart
3.	DRC	Manual	-	Does not exist. The voters' card is used as ID	No

				document (but is no longer a legal document and not secured enough)	
4.	Kenya	Fully digitized Data entered in the local registration centre after manual registration In Nairobi it is fully on-line.	Yes	Fully digitized	Third generation card being issued to all those who are registering through Huduma centre (6 million issued). There are a large number of people who already have first generation card.
5.	Liberia	Birth registration is done manually and then entered in the computer. This covers births occurring at home as well Death registration is manual, and data not digitized	No	Fully digitized	Plastic card with biometric security features
6.	Mozambique	Fully digitized 80 percent registration centres covered	Yes	Fully digitized (collection of information is done manually)	Plastic card with security features
7.	Niger	Manual	-	Paper based	Issued on paper
8.	Nigeria	Semi-digitized Fully digitized (on-line) in 4 states for birth registration one centre	No	Fully digitized	Plastic card with security features

		each 774 Local Government Administration			
9.	Sierra Leone	Fully digitized Data entry at the district registration office	Yes	Fully digitized (collection of information is done manually)	Not issued yet
10.	Zambia	Semi-digitized Registration completed manually in district and then records sent to province for data entry	Yes	Fully digitized (collection of information is done manually)	Plastic card Planning for smart card

Annex 8: Status of progress made thus far with regard to the critical outputs of the UNLIA model in 10 countries

Countries	Civil registration system fully digitized at local level	National level digital database for civil registration data exists	National level digital database for national id data exists	Civil registration system used to update national id database electronically and in real time	Separated National level digital population register exists	Unique identity number provided each person	Vital statistics compiled on a regular basis based on civil registration
Cameroon	No	No	Yes	No, planned	No	Yes	No
Cote D'Ivoire	No	No	Yes	No, planned	No, but national id database expanded to include all population	Yes	No. only some summary tables
DRC	No	No	No	No	No	No	No
Kenya	Yes	Yes	Yes	No, planned	No, but national id database expanded to include all population	Yes	Yes

Liberia	Yes, not all centres	No	Yes	No	No	Yes	No
Mozambique	Yes, not all centres	Yes	Yes	No	No	Yes	No
Niger	No	No	No	No	No planned	Yes Locally at the district police offices manually	No
Nigeria	Yes, not all centres	Yes	Yes	No	No	Yes	No
Sierra Leone	Yes	Yes	Yes	No, planned	No, but national id database expanded to include all population	Yes	No. only some summary tables
Zambia	No	Yes	Yes	No, planned	No	Yes	Yes

