



United Nations
Economic Commission for Africa



African Union Commission



African Development Bank

ECA/ACS/ASSD/7/7
December 2011
English
Original: English

Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS)

Draft

To be presented at the 7th ASSD
Cape Town, South Africa

18 – 20 January 2012

CRVS Secretariat
African Centre for Statistics, ECA

1. Background

In majority of African countries, past initiatives and efforts aimed at improving Civil Registration¹ and Vital Statistics² (CRVS) systems were largely dominated by isolated project-based and institution led *ad-hoc* exercises. The CRVS was seen to be a non-functioning statistical system and therefore, the above mentioned efforts in the region were largely statistically oriented with a view to obtaining improved vital statistics on a regular basis. The support in this area mainly came from international agencies such as the United Nations Statistics Division (UNSD), the United Nations Population Fund (UNFPA), and to some extent from the World Health Organization (WHO). The United Nations Children's Fund (UNICEF) approached it from a child rights perspective and was mainly concerned with birth registration. The involvement and contributions of regional organizations such as the United Nations Economic Commission for Africa (UNECA), the African Development Bank (AfDB) and the African Union Commission (AUC) had not been insignificant.

Civil registration is multi-disciplinary and multi-sectoral in nature and this calls not only for a coordinated approach but also a holistic approach for improving and strengthening the system. Effective civil registration is about good governance that requires strong legislative provisions, and efficient operations and management systems within the given administrative and political structure of the country. It also has to be backed by suitable monitoring and evaluation system. Above all, the political commitment to improve the civil registration so as to provide the necessary basic services to general public and generate useable vital statistics in a country within a given time frame is imperative. The project based approaches and pilots did not succeed as they did not address these core systemic issues dogging the CRVS systems in the countries. Again, in most instances there have not been properly developed national plans on CRVS, either at the medium or long term with clear targets and systematic mechanisms for evaluating successes and failures. Likewise, past interventions from regional and international development partners have not been guided by

¹ The United Nations (UN) defines civil registration as the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events pertaining to the population as provided through degrees or regulation in accordance with the legal requirements of each country. Civil registration has dual purpose: administrative and legal on the one hand, and statistical, demographic and epidemiological on the other.

² Vital statistics are used to get precise and up to date measurements of demographic changes and for the study and analysis of trends. Vital statistics are also primary data sources for the health sector in the implementation, monitoring and evaluation of different health interventions and epidemiological studies. Measurements and monitoring of many of the MDG indicators require vital statistics data on a continuous and timely basis.

systematically developed regional plans, thus contributing to uncoordinated and fragmented resource use and limited impact.

The other major drawback of past interventions was the inadequate understanding of the interface and inter-linkages of civil registration functions with the service providers and individual beneficiaries. Improving CRVS involves parallel efforts in generating demand and ensuring as well, that there is adequate supply to meet these demands. Demand could be generated for the registration records that would not only benefit individuals but also organizations, especially those in the government. The demand could also be generated for use of vital statistics for socio-economic planning. The supply here refers to provisions and maintenance of the operations of CRVS functions in meeting the requirements of the beneficiaries, which again can be individuals or organizations. The CRVS systems in most countries hitherto have not made conscious efforts in creating demand for the services and could not demonstrate the immense possibilities that a CRVS system has in improving the delivery systems of the different sectoral institutions operating at different levels of the administration.

Keeping in view of the various issues stated above, it was clear that in Africa, improvement of civil registration system initiatives in the countries had to be re-designed and overhauled adopting a much more holistic approach to ensure that it not only provides efficient service to the people but also plays a fundamental role in modernizing the African judicial and public administration besides providing the much needed vital statistics. There was a need also to develop a regional framework that could guide systemic reforms and help make sustainable progress in the area of CRVS in African countries. The importance of coordinated approach among all Pan-African institutions/agencies working in this area in Africa was also strongly felt.

The recommendations from the regional workshop on civil registration and vital statistics systems that was conducted in June 2009 in Dar-es-salaam, Tanzania identified and addressed some of the fundamental bottlenecks that came in the way of improvement of the systems in the region. The workshop further reviewed holistically the various sectors and services being affected by the incomplete nature of CRVS systems in a country (Annex 1). It was also felt to devise a comprehensive regional roadmap that brings all actors to a common regional operational platform. Accordingly, the African Centre for Statistics

(ACS) at the UNECA, as per the mandate given by the workshop, initiated the preparation of a Medium-Term Plan (MTP) in close collaboration with the African Development Bank (AfDB). The preparation of the MTP was supported by field level information that was collected from field assessment missions in five countries.

The First Conference of African Ministers responsible for Civil Registration was held on 13-14 August 2010 in Addis Ababa, Ethiopia and could be considered to be one of the most important initiatives coordinated and led by the three Pan-African organizations. Over forty African ministers in charge of civil registration attended the conference. During the conference, the Ministers made commitments to improve the CRVS in their respective countries and support the efforts being made in this regard by the regional organizations. They made a number of declarations (Annex 2) providing the policy ground for moving the regional agenda into action. The Ministers also endorsed the MTP and directed the regional organizations to organize an expert meeting to finalize it based on the comments obtained during the conference. In January 2011, experts from countries, regional and international organizations reviewed and finalized the Plan.

The MTP identifies the agencies that will be responsible for the implementation of the various activities and is appropriately costed. The first activity that has been identified under the MTP is to conduct a comprehensive assessment of CRVS systems at regional level covering each of the countries. The outcome of the assessment study will serve as baseline information for the implementation of the MTP. The Plan extends from 2010 to 2015 and is expected to serve as a guiding tool for countries, regional and international organizations, in managing interventions and monitoring achievements in CRVS systems in Africa.

The Ministers in charge of civil registration in the first conference had requested the African Union Commission to institutionalize the conference as a permanent platform that would meet once every two years to take stock of the progress of the regional programme. The Government of the Republic of South Africa is hosting the second conference in September 2012 for which the preparations have already begun. The ministers also requested the Africa Symposium on Statistical Development (ASSD) to support and contribute to the regional initiative. Accordingly, the 6th ASSD decided CRVS to be the statistical theme and focus area for ASSD in the coming five years starting from the 7th

symposium that will be held in January 2012 in South Africa. The ASSD brings together national statistics offices, all major statistical organizations and professional statisticians in Africa. Starting this ASSD and for next four years, the civil registration authorities of the countries and NSOs will meet under one roof to deliberate on various issues and challenges of CRVS systems.

2. CRVS Operation and its Linkages

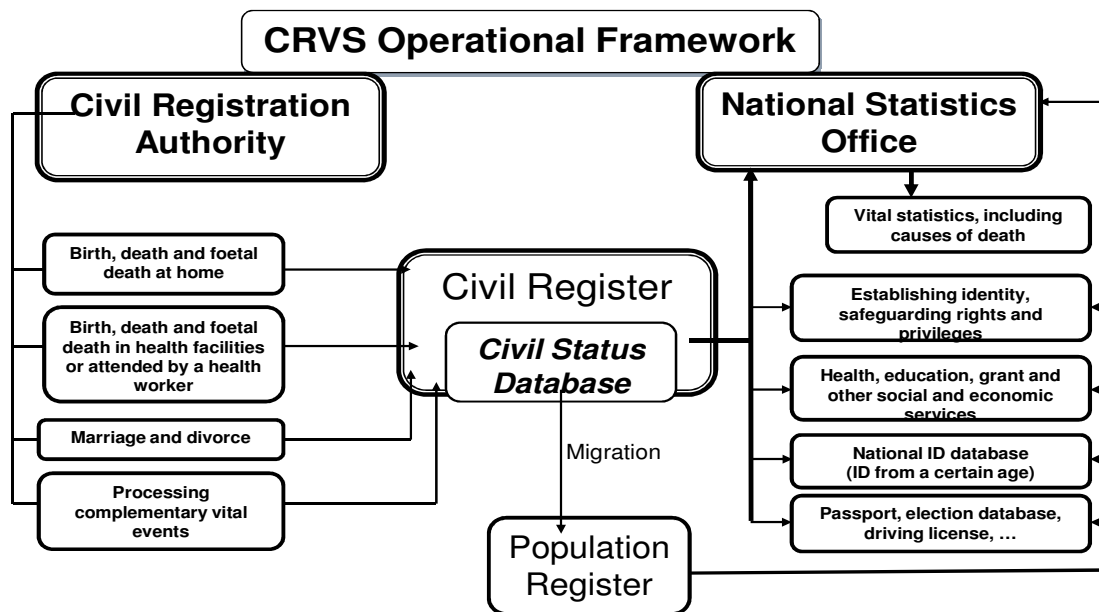
The conditions and circumstances of the occurrence of the different vital events³ are affected by diverse factors such as, social, cultural, religious etc. Again, vital events can occur in different places, for example births, deaths and foetal deaths can occur either at home or in health facilities; similarly, marriages can occur in religious institutions or in courts. Events can even occur under different circumstances such as in conflicts, accidents, natural disasters etc. Appropriate institutional and human infrastructure and operational procedures need to be established for capturing all these events of diverse nature.. On the other hand, civil registration operations need to be linked and interfaced with various other systems that cater to the demands of individuals, households and institutions in the country. It needs to follow systematic work flows and procedures and should aim at producing high quality products and services at all levels of its operation.

Civil registration involves interactions between individuals, households and different institutions, especially the government organs at various levels and benefits all of the above. These interactions and inter-linkages can be conceptualized into a holistic and integrated operational framework by clearly identifying products and services and the agencies that are responsible for delivering them and the beneficiaries that use them. The development of such a comprehensive and holistic framework calls for a thorough analysis and conceptualization of the interactions and work processes. Chart 1 presents such a complete operational framework depicting the multi-dimensional linkages and inter-play of CRVS systems with others system. The framework reflects a CRVS system that a country should aspire to achieve so as to attain complete registration of vital events and also maintain efficient service delivery

³ *The vital events considered in civil registration system include live birth, death, foetal death, marriage, divorce, annulment, judicial separation, adoption, legitimization and recognition. Birth, death, marriage and divorce events comprise the priority vital events required by countries to be registered and the statistics to be produced in a continuous and permanent basis.*

system in a given socio-economic and cultural context. The framework depicts the continental aspiration in moving each of the member states towards the regional objectives and targets as set in the MTP. Hence, countries are expected to adopt the proposed framework which would reflect their commitment in supporting the implementation of the regional programme.

Chart 1: Complete Civil Registration and Vital Statistics Systems and their Multi-sectoral Services and Linkages



3. Objectives

The Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS) emerged from the necessity of bringing together the various CRVS initiatives in the continent into a common and consolidated policy and advocacy framework. The regional programme has been developed based on the international standards, principles and recommendations of CRVS and following the political commitment and policy directives of the ministers in charge of civil registration that urged for a holistic and integrated approach to reforming and improving CRVS systems in the continent.

The overall objective of APAI-CRVS is to provide management and programmatic guidance to the regional agenda of reforming and improving

CRVS systems. Specifically, the regional programme will provide guidance on the institutional and operational linkages, workflows and results management mechanisms in a more comprehensive and holistic manner encompassing the inter-disciplinary and inter-sectoral interfaces of CRVS systems.

In order to attain the expected objectives, the programme will devise technical and operational frameworks and mechanisms and policy directives and will use outcomes of the various national, regional and international partnership fora on CRVS.

4. Strategies

APAI-CRVS recognizes the socio-economic and political diversities of African countries and thus the need for a more decentralized approach that promote and enhance indigenous knowledge and creativity in resolving problems and challenges of improving CRVS systems keeping in view of country contexts.

APAI-CRVS is anchored on the following major strategic directives:

- Promoting country ownership and leadership;
- Promoting coordination and integration between Civil Registration Authorities (CRAs) and National Statistics Offices (NSOs);
- Promoting systematic and coordinated approaches;
- Promoting phase-based, holistic and integrated approaches;
- Constituting strong regional policy and advocacy fora;
- Building capacities of national CRVS focal institutions;
- Promoting partnership at country and regional levels; and
- Strengthening the regional CRVS Secretariat at the ECA.

APAI-CRVS delves on these strategic directives, work processes and monitoring mechanisms of the regional initiative and country level implementations. The programme leaves the routine operational issues and activity breakdowns to the medium-term and follow-up plans and focuses on policy directives and programme guidelines that enable policy makers and programme managers to take up visionary leadership roles at regional and country levels. The programme focuses on addressing major conceptual and programmatic issues and tries to harmonize different interests and programme interventions coming from different actors.

5. Major Components of APAI-CRVS

The declarations and resolutions of the minister's conferences are the primary policy and programme sources in directing the activities and interventions of the regional programme. Regional statistical fora on CRVS, such as the ASSD and other similar regional and sub-regional events are expected to reinforce the regional programme with additional policy directives, primarily on technical and operational issues. The MTP which is expected to be reviewed at the end of each plan period will constitute the implementation roadmap of the regional programme. National plans and programmes are the bedrocks of the regional programme as they are the final operational areas where results should be demonstrated. As per the provisions of the MTP each country is expected to prepare a comprehensive and result-oriented CRVS plan based on results of national CRVS assessments.

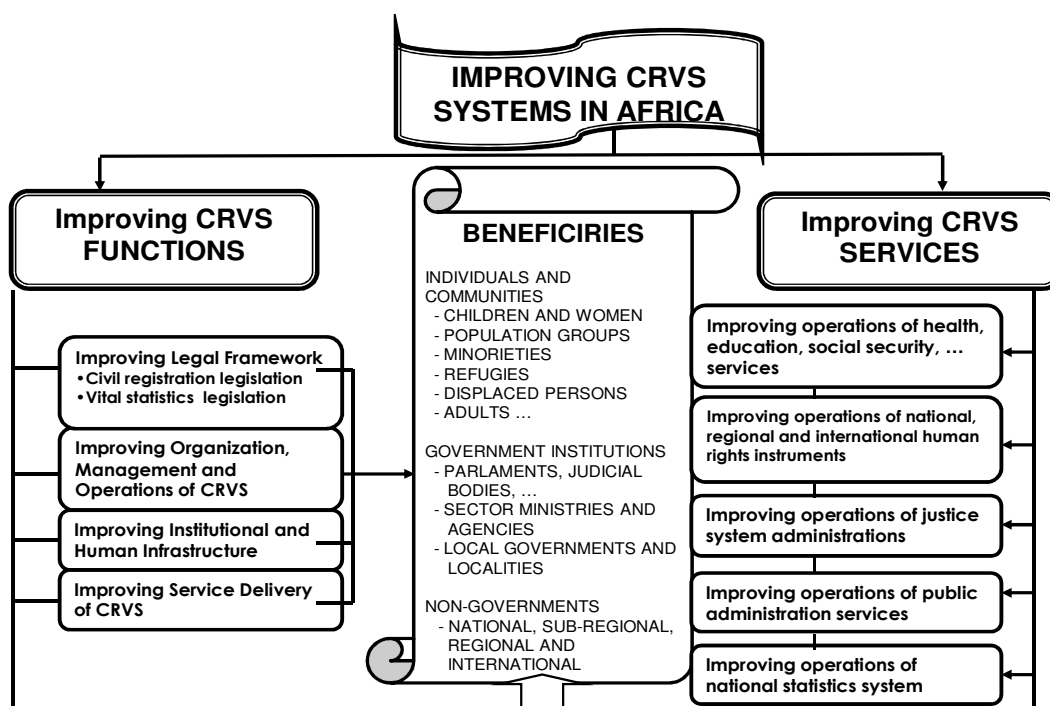
6. Work Processes

Improving CRVS systems in Africa would require simultaneous engagement of actors who can be broadly grouped in two categories; those involved in CRVS functions and those using the services of CRVS. The institutions involved in the "CRVS functions" include those that are responsible for the operations of CRVS: the civil registration authorities and the national statistics offices compiling vital statistics. On the other hand, the "CRVS services" category comprises of different sector ministries and offices that use the services of CRVS in delivering various legal, social, administrative and statistical services. The outputs delivered by these two categories of actors are expected to converge to a common goal of addressing the needs of different types of beneficiaries.

Chart 2 graphically presents the interrelationships, interdependencies, interactions and linkages of different actors in addressing the multi-sectoral requirements of various beneficiaries from the CRVS systems. On one hand, the improvement of CRVS systems involves aligning the operations of the different components of CRVS functions to the needs of the different categories of beneficiaries. This involves reforming and improving CRVS legislative frameworks; organization, management and operations; institutional and human infrastructures and making structural changes in the service delivery system. On the other hand, reform and improvement of CRVS calls for engagements of

the different sector institutions in upgrading their service delivery system to accept and use the products of the CRVS system, which may include, the individual records for legal and administrative purposes and also the compiled statistics for planning and programme implementation. Hence, the CRVS reform and improvement agenda will require integrated and coordinated actions of the different actors in the two categories of engagements. The outcome of such operational inter-linkages and processes will benefit a range of beneficiaries - from individuals across all walks of life to varied government and non-government institutions.

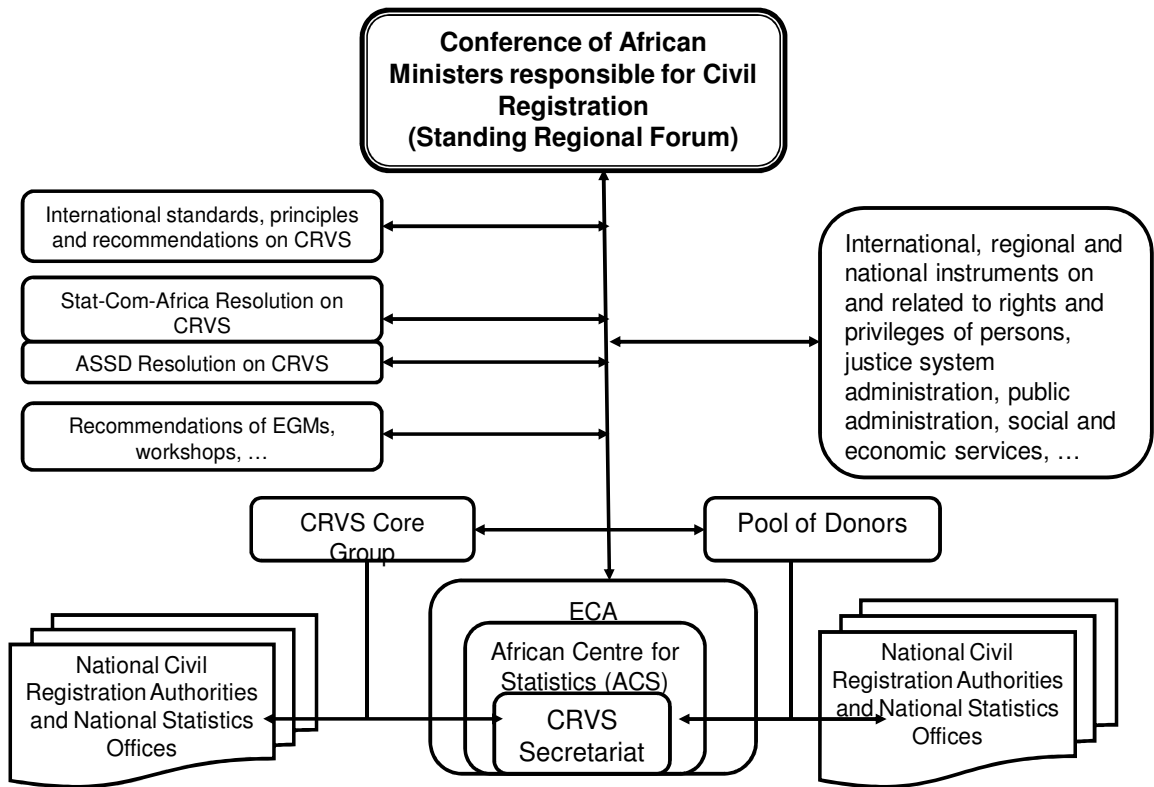
Chart 2: Work Processes towards Improved CRVS Systems



The implementation of the work processes described above would require commensurate institutional arrangements both at the regional and country levels. In such operational arrangements, clear delineation of responsibilities of the different actors and establishment of systematized procedures are important. In addition, programmatic and institutional interfaces between regional interventions and the operations at the country level are critical in ensuring proper delivery of the different outputs. In all these processes, operating institutions should set stringent procedures in ensuring that the evidences and compiled information produced by the systems meet the

requirements of different beneficiaries. Chart 3 graphically depicts the institutional arrangement for implementing APAI-CRVS. As presented in the chart, the Ministerial Conferences will be the source for policy and political guidance in managing regional interventions and country level operations. The CRVS Secretariat takes the responsibility of coordination the implementation of the declarations of the two yearly spaced conferences. The Secretariat facilitates transactions among the different actors at the regional level and liaises with operations at the country level.

Chart 3: Institutional Arrangement for Implementing APAI-CRVS

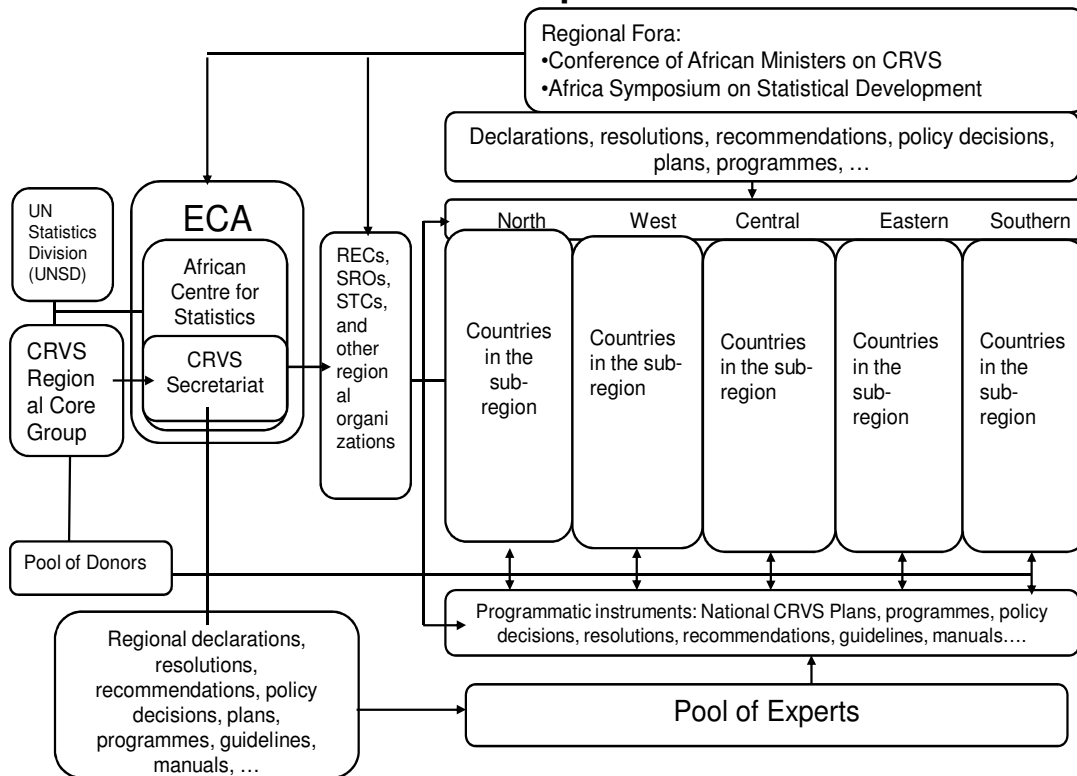


7. Implementation Framework and Approaches

The APAI-CRVS implementation framework and the tools thereof are derived from the resolutions and recommendations of the ministerial conferences and the various regional fora, including ASSDs on CRVS. Among the tools, the medium-term CRVS plan takes a prominent place as it provides the implementation roadmap both at regional and country levels. The APAI-CRVS is designed to base on a comprehensively mapped implementation framework encompassing existing regional and sub-regional structures and reflecting the institutional and programmatic requirements of CRVS. A chart showing APAI-CRVS implementation framework is presented in Chart 4. The chart shows the linkages and interactions of the different participating institutions and the nature of interventions that they would make in terms of policies, programmes, plans etc at different regional, sub-regional and country levels. The CRVS Secretariat as can be seen from the chart, is represented as the core functioning organ for channeling regional political, policy, and programme to countries either directly or through sub-regional structures. The primary partnering organizations supporting the CRVS Secretariat are connected either as members of the regional core group or as donors through the pool of donors' fora. The pool of experts to be created is envisaged to be the primary channel in transmitting knowledge and experience from the region to the countries and play an important role in bridging collaborations among the member states.

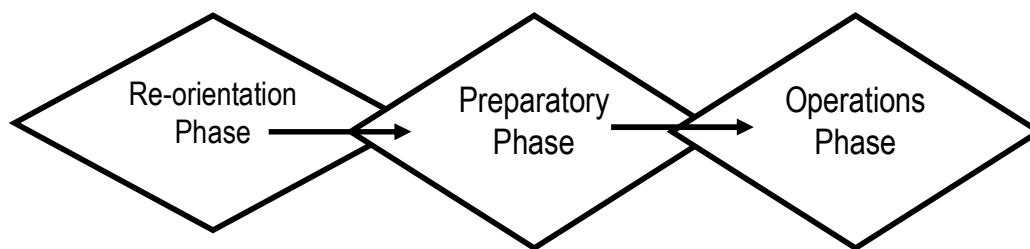
The UN Statistics Division (UNSD) is shown as representing the UN branch at the headquarters dealing with international standards, principles, recommendations and technical guidelines on CRVS and thus is considered as international technical focal point on the subject.

Chart 4: APAI-CRVS - Implementation Framework



The APAI-CRVS, as can be seen in the Chart 5, has been conceptualized to be implemented in three phases: re-orientation phase, preparatory phase and operation phase. This implementation approach will be applied at regional as well as at country levels. Countries are expected to move from one phase to another as depicted in the chart. They also need to check whether their systems fulfill the requirements of every phase. For example, a country may have reached a completion level of more than 90 percent and is producing vital statistics from civil registration systems and yet may have a weak service delivery system and therefore may have to review the latter and take steps to improve it through the preparatory phase. Each country is expected to devise its plans and programmes in line with this implementation approach. The transition from one phase to the next will require accomplishing or meeting core outputs and deliverables for the earlier phase. These phased based interventions and activities are expected to provide the means for managing and monitoring the progress of each country towards the regional targets as set in the MTP. A regional technical guideline on the requirement and assessment methods of transiting from one phase to the next will be provided in a separate document.

Chart 5: Phased-based Programme Implementation



The deliverables and outputs expected to be accomplished in each of the phases at the regional level (as broadly described in Chart 6) will help prepare the countries not only to meet the targets set in the MTP but establish and maintain efficient CRVS systems. The re-orientation phase focuses on advocating with the participating institutions and obtaining their commitment in improving CRVS systems. In this phase, implementing institutions are expected to move away from the past project based approaches and decide to embark on a holistic approach in improving CRVS systems. The preparatory phase at the regional level would focus on initiatives and activities that need to be accomplished so as to prepare the countries to transit to the operations phase. It deals with practical reform measures of the system through a wide range capacity building activities that are essential pre-requisites for efficient operation of the systems. The operation phase is the third phase in the implementation of the APAI-CRVS that includes implementation of plan of action, results monitoring, improving efficiency and maintenance of the system. During this phase each of the countries is expected to show results in terms of moving CRVS to the required completeness level and in delivering efficient services.

8. Progress in Implementing APAI-CRVS

The first crucial meeting that planted the seed for the new approach in CRVS was held in Dar-es-salam, Tanzania in June 2009. The meeting, which brought together the experts from the civil registration offices of the countries and also the vital statistics experts from the NSOs, addressed some of the fundamental bottlenecks that came in the way of improvement of the systems in the region. Following the recommendations of the meeting, the African Centre for Statistics (ACS) at the UNECA, as per the mandate given by the group of experts, initiated the preparation of a Medium-Term Plan (MTP) in close collaboration

with the African Development Bank (AfDB). The workshop delegated the ECA, AfDB and AUC to lead the regional initiative along with other key development partners to ensure proper implementation and follow-up of the recommendations of the workshop.

One of the most important initiatives was the organization of the First Conference of African Ministers Responsible for Civil Registration held on 13-14 August 2010 in Addis Ababa, Ethiopia. Over forty African ministers in charge of civil registration attended the conference. During the conference, the Ministers committed to improve the CRVS in their respective countries and support the efforts being made in this regard by the regional organizations. They made a number of declarations providing the policy ground for moving the regional agenda into action. The Ministers also endorsed the MTP and directed the regional organizations to organize an expert meeting to finalize it based on the comments obtained during the conference. The MTP is currently serving as CRVS regional operating document for all actors and stakeholders intervening on CRVS in the African region. The programmatic approach looks at MTP from two angles: regional level intervention and country level operations with development partners playing catalytic role at both levels. Furthermore, the programmatic vision of MTP is to see countries operating their CRVS systems in harmony with international principles and recommendations and regional directives.

The regional interventions on CRVS, since the Tanzania workshop were reviewed against the proposed implementation approach conceptualized under APAI-CRVS above. Chart 6 reviews the progress made in implementation of the programme at the continental level in the three phases described earlier. The re-orientation phase at the regional level has been more or less accomplished through the outcomes of the regional CRVS workshop held in Tanzania and the successful completion of the first ministerial conference. However, country level performances in accomplishing the re-orientation phase will vary depending on a combination of factors, primarily the level of involvement of the country in the current regional initiatives and level of political commitment by the particular government and focal institutions.

At the moment, the regional intervention is in the preparatory phase primarily engaging in the implementation of the different capacity building interventions as provided in the regional plan. The outputs expected from the 7th ASSD and

the 2nd Ministerial conference are expected to move the regional initiative into major preparatory work. The successful completion of these preparatory interventions and activities at regional level pave the road to moving CRVS to the operation phase at the continental level. Similar engagements and activities are expected to be accomplished by each member state in completing the preparation phase at the country level. The results from the CRVS assessment study will be used as guiding instrument in assessing the level of progress of each of the countries in terms of transition from one phase to the next.

CHART 6: CRVS ON THE MOVE IN AFRICA – TRANSITING TO OPERATION PHASE

DAR-ES-SALAAM (JUNE 2009) [REGIONAL WORKSHOP ON CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS]	ADDIS ABABA (AUGUST 2010) [CONFERENCE OF AFRICAN MINISTERS RESPONSIBLE FOR CIVIL REGISTRATION]	SOUTH AFRICA (JAN AND AUG 2012) [7 TH AFRICA SYMPOSIA FOR STATISTICAL DEVELOPMENT (ASSD) AND 2 ND MINISTERIAL CONFERENCE]		FUTURE ENGAGEMENTS	
		ASSD (JAN 2012)	MCCR (SEPT 2012)	WITHIN THE MEDIUM-TERM FRAMEWORK [UNTIL 2015]	BEYOND 2015
Low awareness and acknowledgment	Ministers and lower level officials acknowledged	NSO Directors committed to take CRVS as a regional focus area for the coming five years	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
No political commitment	Ministers committed to provide policy and political leadership	NSOs engaged in supporting the implementation of the ministers declaration	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
Lack of country ownership and leadership	Ministerial resolution endorsed calling for country ownership and leadership	NSO taking the lead from vital statistics perspective	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
Technically neglected	Statisticians, demographers and registrars agreed about past neglect and expressed commitment to do more	Statisticians and demographers engaged in CRVS activities	ASSD to feed the ministers meeting and provide technical support and leadership	Building excellence in CRVS	
Narrowly conceptualized and lack of clarity on concepts and methodologies	Conceptual and methodological proposals accepted; holistic and harmonized approach advocated	Medium-term CRVS regional plan developed and being implemented in a broader perspective of CRVS	Ministers meet in August to review progress and set future policy directives	Building excellence in CRVS	
No coordination between national civil registration and vital statistics organs	Statistics Commission for Africa and ASSD expressed commitment to work as per the initiative	Committed to shift its focus area from population census to CRVS	Ministers meet in August to review progress and set future policy directives	Building excellence in CRVS	
Uncoordinated external support	Ministers requested partners to align their support to the regional initiative	CRVS Core Group established at regional level	Ministers meet in August to review progress and set future policy	Building excellence in CRVS	

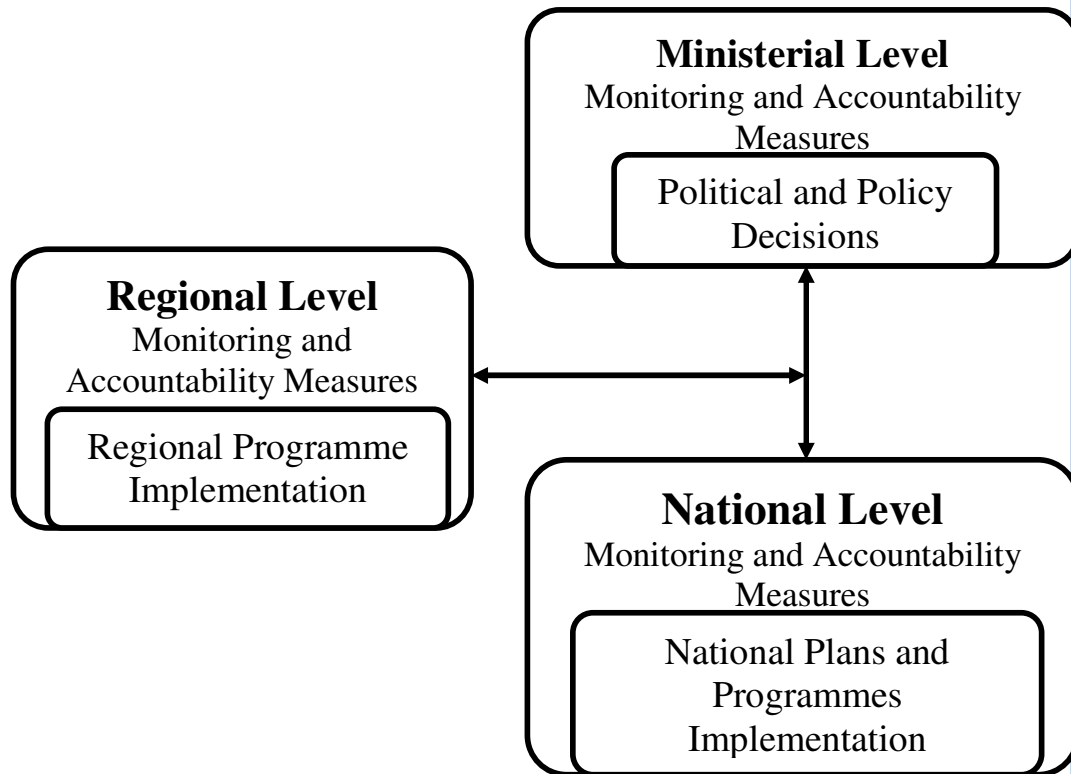
DAR-ES-SALAAM (JUNE 2009) [REGIONAL WORKSHOP ON CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS]	ADDIS ABABA (AUGUST 2010) [CONFERENCE OF AFRICAN MINISTERS RESPONSIBLE FOR CIVIL REGISTRATION]	SOUTH AFRICA (JAN AND AUG 2012) [7 TH AFRICA SYMPOSIA FOR STATISTICAL DEVELOPMENT (ASSD) AND 2 ND MINISTERIAL CONFERENCE]		FUTURE ENGAGEMENTS	
		ASSD (JAN 2012)	MCCR (SEPT 2012)	WITHIN THE MEDIUM-TERM FRAMEWORK [UNTIL 2015]	BEYOND 2015
			directives		
Technical leadership expected from UN HQs	Technical leadership provided by regional organizations and ministers committed to support	Regional organizations leading the process	Ministers meet in August to review progress and set future policy directives	Building excellence in CRVS	
No innovative ideas from the region	New approaches and methods proposed and implementation on progress and ministers committed to support	NSO's will be introduced to the new approaches and methods	Ministers meet in August to review progress and set future policy directives	Building excellence in CRVS	
No regional programme	Ministers endorsed regional medium-term plan	NSOs will take responsibilities for implementing the medium-term plan	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
No regional policy forum	Ministerial forum established as standing regional platform	ASSD serving as the regional statistical forum for promoting CRVS	Ministers meet for the second time and set future policy directives	Operations, work towards sustainability and reviewing achievements	
No regional technical forum	Country experts forum established that prepares meeting of ministers	ASSD serving as regional technical forum	Ministers meet for the second time and set future policy directives	Operations, work towards sustainability and reviewing achievements	
No regional technical and operational guidelines	Acknowledged on the necessity of regional operational guidelines and ministers committed to support	Preparation of regional operational guidelines in progress	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
No assessment on the status of CRVS	Ministers endorsed to conduct comprehensive assessment	Conducting the assessment study on progress	Ministers meet in August to review progress and set future policy directives	Operations, work towards sustainability and reviewing achievements	
PHASE I: RE-ORIENTATION PHASE		PHASE II: PREPARATORY PHASE		PHASE III: OPERATIONS PHASE	

9. Monitoring and Accountability Mechanisms

Most African countries have been striving to improve their CRVS systems for over half a century now, though the degree of commitment varied across countries. However, these efforts could not bring sustainable change and improvement in the operations of CRVS systems in most of the countries due to serious policy, operational and technical limitations. As presented in the preceding sections, attempts made in the past for improving CRVS systems in Africa were mainly ad-hoc in nature and was not based on any sound analysis or assessment of the system. They were not in sync with the existing socio-economic and cultural realities in countries. Pilot projects designed and promoted by international organizations were not supported with comprehensive and integrated technical and operational frameworks. In addition, the initiatives and efforts lacked clear policy and strategic directions. One of the aspects that was lacking was a monitoring mechanism, and even if it existed, was not supported by rigorous accountability measures at all levels.

It is proposed to have a clear monitoring and accountability framework for APAI-CRVS with a set of guiding principles and procedures, for different layers of programme implementation namely; ministerial, regional and national (Chart 7). Monitoring and accountability measures that will be dealt at the ministers level will focus on outcome of political and policy decisions made at either regional or country levels. On the other hand, the regional level monitoring and accountability measures addresses issues related to performance of the regional programme and the national level deals with performance of plans and programmes at the country level.

**Chart 7: APAI-CRVS
Monitoring and Accountability Framework**



Development of appropriate evidence-based monitoring tools at the three levels of the monitoring and accountability framework is in progress. The information collected through the regional CRVS assessment study will serve as a base for developing the tools. In order to ensure the flow of information on a continuous and sustainable basis for feeding the monitoring and accountability framework a country profile monitoring database system is under development. Feedback and follow-up systems will be provided for at all the monitoring and accountability layers.

10. Evaluation Systems

Evaluation of the performance of the APAI-CRVS will be conducted by prominent and independent expert/agency identified through competitive selection procedures. The evaluation will cover all the components of the functions and services of CRVS systems. The evaluations will be conducted both at the regional level as well as the country level. For the regional level evaluations standard evaluation tools will be developed by an independent

expert team and will be included as part of the operations of the regional programme. The CRVS Secretariat will develop standard country level evaluation tools in consultation with country experts. Member States will take the responsibility of evaluating their systems with the technical support of the Secretariat. Regional level evaluation will be conducted every three years, while at the country level regular evaluations would be proposed to be conducted every two years.

The regional level evaluation reports should be produced within three months of the completion of field data collection and should be disseminated as widely as possible through electronic as well as printing channels. Countries are also expected to publish and disseminate results of their respective evaluation reports and officially submit to the Secretariat.

Annex 1 – Major sectors and services affected by the incomplete civil registration systems

Absence of comprehensive and complete civil registration systems has various implications on the socio-economic development endeavors of a country. Major sectors and services affected by the incomplete or inadequate nature of civil registration systems include:

i) Public administration services:

- Establishment of identity of individuals (name, date and place of birth, ...);
- Granting of citizenship status ;
- Implementation of National Identification Systems (NIS);
- Improvement of passport issuance and administration;
- Control and administration of immigration cases; and
- Planning, verification and administration of electoral functions (constituent formation, electoral registration, verification and database updating).

ii) Protection of children and women from abuses and exploitation:

- Establishment of identity of children (right to a name, nationality, parentage, ...);
- Proper management and documentation of adoption cases, recognition, legitimization, ...;
- Identification and administration of abandoned/orphaned children (including children who lost their parents due to HIV/AIDS);
- Protection of children from harmful traditional practices (early/child marriage, neglect of children with birth defects, ...);
- Establishment of rights to some benefits (birth grants, child care, family allowances, disability allowances, ...);
- Protection of children from child labour, child soldier, trafficking, child prostitution, ...;
- Protection of the rights of women during marriage; and
- Protection of the rights of children and women during dissolution of marriage.

iii) Administering civil matters and associated criminal cases in courts:

- Settling court cases on paternity and maternity;
- Administering of court cases concerning minor's;
- Administering juvenile delinquent court cases (including crimes that lead to death penalty);

- Declaration and termination of absence of persons;
- Administering marriage court cases;
- Administering divorce court cases;
- Testifying a death, specifically criminal cases; and
- Establishing identity and change of name.

iv) Provision of public health and education services:

- Post-natal care of mothers and children including nutrition and follow-up of low birth weight children;
- Other public health programmes such as provision and follow-up of vaccination, children born with defects, physically handicapped children, pre-mature infants not attended by physicians, attending delivery complications, family planning services,...; and
- Monitoring and control of infectious diseases including taking measures to find cases of epidemics and protection of all possible contacts for intervention purposes;
- Monitoring of school enrollment and evaluation of coverage of universal primary education at all levels;

v) Provision of current and continuous health and demographic statistics:

- Provision of current population estimates and projections starting from the smallest administrative unit that is valuable in planning, monitoring and evaluation of various development interventions such as primary health care, education, family planning, nutrition, public housing and etc.;
- Preparation and use of demographic and health indicators (infant and child mortality, maternal mortality, cause specific death rates, fertility indices, life expectancy ...) for all administrative units;
- Verification and validation of population and housing census results;
- Improving the quality of census and sample survey data;
- Establishment and maintenance of national population registers and databases; and
- Establishment and maintenance of causes of death classification as per the international recommendation (currently ICD-10 classification).

vi) Measurement and monitoring of MDGs:

Building conventional data sources for obtaining data for most of the MDG indicators (for instance, measuring the indicators for achievement of universal primary education, reduction in child mortality, improvements in maternal health, and reductions in prevalence of HIV/AIDS, malaria and other diseases).

vii) Provision of epidemiological and other research data inputs:

Availability and use of civil registration records for scientific enquiries in prospective and retrospective longitudinal studies in the area of health, environment, genealogy, etc.

Annex 2 - Declaration of the 1st Ministerial Conference

1. We, African Ministers responsible for Civil Registration, meeting for the first time in Addis Ababa, Ethiopia from 13 to 14 August 2010 at the instance of the United Nations Economic Commission for Africa (ECA), the African Development Bank (AfDB) and the African Union Commission (AUC);
2. Acknowledge that the theme of our first conference: *“Improved Civil Status Information for Efficient Public Administration and Generation of Vital Statistics for National Development and MDGs Monitoring in Africa”* is both timely and relevant for the achievement of Africa’s development and improvement of public service delivery to our people;
3. Convinced of the importance of civil registration for public policy, good governance, human rights, rights of children, and as a basis for reliable vital statistics;
4. Further acknowledge the importance and contribution of civil registration and vital statistics information for the implementation of the Reference Regional Strategic Framework for Statistical Capacity Building in Africa and the Marrakech Action Plan for Statistics and promoting the African Charter on Statistics;
5. However note with concern that despite the importance of civil registration and vital statistics (CRVS) systems and ongoing efforts, the majority of our countries still lack adequate, viable and complete systems.
6. Affirm the need for strong policy responses, including those aimed at improving CRVS systems as part of the ongoing reforms in our countries.
7. Take note of the recommendations of the 2009 Tanzania Regional Workshop on Strengthening Civil Registration and Vital Statistics Systems in Africa, the second session of the Statistical Commission for Africa, and the Addis Ababa Expert Group Meeting on Civil Registration, preceding this conference, to strengthen CRVS systems in Africa.
8. We Note that the challenge before us now is to continue mobilizing and rallying political commitment and leadership for the improvement of CRVS systems in Africa. In this regard, we fully endorse the recommendations of our experts on strategies for strengthening CRVS systems. In the light of these recommendations, we hereby resolve to:
 - 8.1 Take appropriate policy measures to facilitate the implementation of plans, programmes and initiatives for the reform and improvement of CRVS systems to achieve universal coverage and completeness, taking

into consideration the specific circumstances of our countries. In this regard, we resolve to mainstream CRVS processes into national statistical development strategies and other national plans and programmes, including strengthening coordination of activities among various departments and ministries at national, subregional and regional levels;

- 8.2 Formulate laws and policies that ensure timely and compulsory registration of vital events occurring within our countries, with guarantees for equal access to the system for all persons. In this regard, we commit to revise and update our CRVS laws and statistical legislation in line with international and regional guidelines and recommendations, by allocating adequate human and financial resources for this purpose;
- 8.3 Intensify awareness-raising campaigns on the procedures and importance of CRVS systems, to ensure effective functioning of the systems.
9. We recognize the importance of partnerships and capacity-building to support national efforts to strengthen CRVS. In this regard, we call upon:
 - 9.1 ECA, AfDB and AUC, as well as other development partners, to continue to support our efforts in capacity-building and mobilizing resources;
 - 9.2 ECA, AfDB and AUC to undertake an evaluation of national CRVS systems and finalize the draft medium-term regional plan and guidelines and report to the next session of the Conference of Ministers;
 - 9.3 The African Symposium for Statistical Development (ASSD), which has hitherto focused on mobilizing Africa to fully participate in the 2010 round of population and housing census, to give priority to mobilizing Africa to improve CRVS systems;
 - 9.4 ECA to consider establishing a substantive post on civil registration and vital statistics with appropriate support staff at the African Centre for Statistics to ensure the sustainability of ongoing efforts to improve CRVS systems in Africa;
 - 9.5 Universities, national and regional statistical and demographic training institutions to enhance or develop appropriate curricula for building capacity and improving CRVS systems in Africa;
 - 9.6 The health sector to align the health system with CRVS systems to improve coordination and sharing of data on births and deaths with assigned causes for all deaths, with national statistical offices and CRVS authorities;
 - 9.7 The United Nations Statistics Division (UNSD), the Health Metrics Network (HMN) and other development partners to strengthen their

support to regional and national CRVS initiatives and programmes, including aligning their assistance accordingly.

10. Lastly, we request the AUC to consider institutionalizing the Conference of African Ministers Responsible for Civil Registration and Vital Statistics as a standing regional platform to meet biannually, for discussion and evaluation of political and policy issues related to civil registration and vital statistics in Africa.

11. We thank the Government and people of the Federal Democratic Republic of Ethiopia for hosting this successful Conference. We especially thank the Honourable Minister of Justice, His Excellency Mr. Berhan Hailu for his leadership in this endeavour to improve CRVS systems in Africa. We are particularly grateful to ECA, AfDB, AUC, the Central Statistics Agency of Ethiopia (CSA), UNSD, the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), HMN, and the United Nations High Commission for Refugees (UNHCR) for successfully organizing this important Conference.

Done in Addis Ababa, Ethiopia, on the 14th day of August 2010.