



**THE REPUBLIC OF RWANDA**

# **RWANDA CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS**

## **Comprehensive Assessment Final Report Volume I**

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National Identification Agency  
Ministry of Local Government  
Ministry of Health  
Ministry of Justice  
Ministry of Gender and Family Promotion  
Kigali, Rwanda**

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## ACRONYMS AND ABBREVIATIONS

<b>AfDB</b>	: Africa Development Bank
<b>APAI-CRVS</b>	: Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
<b>CHWs</b>	: Community Health Workers
<b>CoD</b>	: Causes of Death
<b>CRVS CA</b>	: Civil Registration and Vital Statistics Comprehensive Assessment
<b>CR</b>	: Civil Registration
<b>DP</b>	: Development Partners
<b>EICV</b>	: Enquête Integral sur les Conditions de Vie des ménages/ Integrated Households Living Conditions Survey
<b>FBOs</b>	: Faith-Based Organisations
<b>HMIS</b>	: Health Management Information System
<b>ICDs</b>	: International Classification of Diseases
<b>JADF</b>	: Joint Action Development Forum
<b>MDC</b>	: Medical Death Certificate
<b>MIGEPROF</b>	: Ministry of Gender and Family Promotion
<b>MINALOC</b>	: Rwanda Ministry of Local Government
<b>MINECOFIN</b>	: Ministry of Finance and Economic Planning
<b>MINEDUC</b>	: Ministry of Education
<b>MINIJUST</b>	: Rwanda Ministry of Justice
<b>MMR</b>	: Maternal Mortality Rate
<b>MOH</b>	: Rwanda Ministry of Health
<b>MYICT</b>	: Ministry of Youth and Information, Communication & Technology
<b>NCC</b>	: National Commission for Children
<b>NGOs</b>	: Non-Governmental Organisations
<b>NIDA</b>	: Rwanda National Identification Agency
<b>NISR</b>	: National Institute of Statistics of Rwanda
<b>PESTEL</b>	: Political, Economic, Social, Technological, Environmental and Legal
<b>PR</b>	: Population Registry
<b>RBC</b>	: Rwanda Biomedical Centre
<b>RDHS</b>	: Rwanda Demographic and Health Survey
<b>RLRC</b>	: Rwanda Law Reform Commission
<b>RPHC</b>	: Rwanda Population and Housing Census
<b>RSSB</b>	: Rwanda Social Security Board
<b>RWF</b>	: Rwandan Francs
<b>QAM</b>	: Quality Assurance and Management
<b>SDGs</b>	: Sustainable Development Goals
<b>SWOT</b>	: Strengths, Weaknesses, Opportunities and Threats
<b>UN</b>	: United Nations
<b>UNDP</b>	: United Nations Development Programme
<b>UNECA</b>	: United Nations Economic Commission for Africa
<b>UNFPA</b>	: United Nations Population Fund
<b>UNHCR</b>	: United Nations High Commission for Refugees
<b>UNICEF</b>	: United Nations Children's Fund
<b>VS</b>	: Vital Statistics
<b>WHO</b>	: World Health Organization

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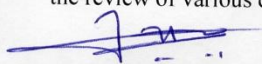
## PREFACE

A well-functioning system of registration of vital events would enhance the efficiency and effectiveness of the management and delivery of government services, including health and social welfare benefits to the people. It is also the source of reliable, current and continuous information on vital events that would support informed decision at all levels. Although civil registration system has been operational in Rwanda for many decades, it has not catered to all population groups in the colonial period, and it has not reached its full potential since then. The many systems of individual identifications and civil status systems in various government institutions operate in isolation without any attempt to link them.

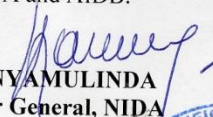
The National Strategy for the Modernization of Civil Registration System and the National Strategy for Development of Statistics developed by National Identification Agency (NIDA) and National Institute of Statistics of Rwanda (NISR) respectively, seek to improve the Civil Registration and Vital Statistics (CRVS) system for upholding individual rights and furthering the country's development agenda. However, a holistic approach is required to bring about a well-functioning CRVS system predicated on a complete understanding and knowledge of the current state of the CRVS systems in the country and aligned to international principles and recommendations. Heeding the call by the 2<sup>nd</sup> Conference of African Ministers Responsible for Civil Registration in September 2012 that all countries conduct a comprehensive assessment as a pre-condition for any systems improvement initiative, the government of Rwanda, in collaboration with UNICEF and the African Development Bank undertook the assessment from August to October 2016.

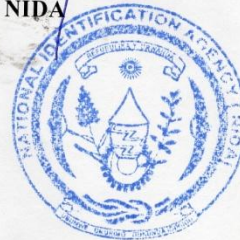
The comprehensive assessment was conducted by a multi-sectoral group led by a core group representing Ministry of Local Government (MINALOC), Ministry of Health (MOH), Ministry of Justice (MINIJUST), NISR and NIDA. Other key participating institutions in support of the initiative were Ministry of Gender and Family Promotion (MIGEPROF), National Commission for Children (NCC), International organizations: United National Children's Fund (UNICEF), United Nations Economic Commission for Africa (UNECA), African Development Bank (AfDB), Plan International Rwanda, and World Vision Rwanda. The exercise was a combination of a self-assessment by the key CRVS stakeholder institutions, and a peer review exercise of the legal framework that guide registration, the operation and management of the systems, the adequacy of human resources, the institutional infrastructure, budgets, the interface between civil registration systems and generation of vital statistics, the interrelationship of CRVS with the health system and other agencies. The findings from the comprehensive assessment will serve as a basis for developing a full-fledged strategic plan to reform and enhance civil registration processes and practices.

We wish to acknowledge the high level of contribution from various teams, in particular the dedication and commitment of the team members in carrying out the exercise. Special appreciation goes to the leadership of the partner institutions for releasing their senior staff to participate in the exercise for an extended period of time, whenever their inputs were required. The assessment could not have been completed without substantial contributions, both financial and technical, including the review of various drafts of the report, of UNICEF, UNECA and AfDB.

  
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## **EXECUTIVE SUMMARY**

### **Background**

The comprehensive assessment of the Rwanda Civil Registration and Vital Statistics systems has been conducted within the framework, principles and guidelines of the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS), which is guided by the policy directives of the Conference of African Ministers. The programme is steered by a regional CRVS Secretariat based at the United Nations Economic Commission for Africa (UNECA) and a partnership of the lead Pan-African Organizations – the African Union Commission and the African Development Bank (AfDB), United Nations agencies and non-governmental organizations that form the Africa CRVS Core Group.

The African Ministers responsible for civil registration, in September 2012 and February 2015, adopted a set of resolutions committing their respective governments to doing whatever is required to modernize their civil registration systems and maximize their functionalities and efficacy. The Ministers however acknowledged that meaningful and sustainable change would be based on a prior complete understanding and knowledge of the current state of the civil registration system, obtained through a comprehensive assessment, which all countries are expected to undertake.

An assessment of Rwanda's CRVS systems was conducted by a core team composed of the members from government institutions, namely Ministry of Local Government (MINALOC), Ministry of Health (MOH), National Institute of Statistics of Rwanda (NISR) and National Identification Agency (NIDA in collaboration with other key stakeholder institutions, namely Ministry of Gender and Family Promotion (MIGEPROF), Ministry of Justice (MINIJUST), National Commission for Children (NCC), Rwanda Biomedical Centre (RBC), World Vision Rwanda, Plan International Rwanda; and with support from development partners (UNICEF Rwanda, UNECA and AfDB). This exercise was conducted under the lead of NISR. The aim of the comprehensive assessment was to identify strengths and weaknesses in the current CRVS systems, draw lessons from what has and has not worked, and provide recommendations on how improvements can be made and sustained. The specific objectives were (i) to review the adequacy of laws on CRVS systems including causes of death; and ascertain the degree of compliance with the laws; (ii) to identify the strengths and weaknesses in current systems, and draw important lessons; (iii) to identify ways through which weaknesses can be improved in line with international recommendations; (iv) to explore opportunities that can be used to strengthen the CRVS systems; (v) to evaluate the basis of demand and use of civil registration products and services; and (vi) to serve as one of the major inputs for developing a national CRVS improvement strategic plan.

### **Methodology of the assessment**

The assessment was undertaken by a group of 17 senior officials from: MINALOC, MOH, MINIJUST, MIGEPROF, NISR, NIDA, NCC, RBC, Plan International Rwanda and World Vision Rwanda. Five Task Teams were formed according to the following five themes: (i) Policy and legal framework for Civil Registration and Vital Statistics; (ii) Operations and practices in birth registration; (iii) Operations and practices in death registration, recording and processing of

causes of death; (iv) Operations and practices in production of vital statistics from civil registration; and (v) Operations and practices in marriage and divorce registration.

The field data were collected from 16<sup>th</sup> of August 2016 up to 4<sup>th</sup> of September 2016. Field visits included interviewing functionaries pre-identified for each Task Team and also holding interviews with stakeholders at various levels and civil registration clients. A combination of geographical locations (urban and rural centers, and other settlements such as refugee camps, areas with high population density, etc), institutions (public and private), individuals (including community leaders, public officials, service providers and beneficiaries) were targeted for the survey in five geographical regions of the country: City of Kigali, Western Province, Eastern Province, Southern Province and Northern Province.

The assessment was based on the assessment tool prepared by UNECA, which was adapted to the national specificities and was then tested and translated into Kinyarwanda. The study was based on primary and secondary data supported with desk reviews. The fieldwork component of the assessment was organized as a qualitative survey.

## **Findings**

### **Policy and legislative environment**

Civil registration in Rwanda is essentially governed by Law n°32/2016 governing natural persons and family as well as relations between them. This law has come into force very recently since September 2016 after more than five years of the revision of the earlier law n° 42/1988 of 27 October 1988. The current law meets the international principles of a comprehensive civil registration system which are: Compulsoriness, Continuity, Universality and Permanence. In addition, it is linked to the Penal Code N° 01/2012 for sanctioning all civil registration related unprofessional conducts. However, some weaknesses were identified: (i) birth and death are not defined in line with international recommendations; (ii) Late and delayed registration of vital events are not clearly identified; (iii) the law does not allow the registration of death occurring immediately after live birth (neonatal death); (iv) The law is not specific on the registration for vital events occurring in institutions (e.g. military, air transport, refugee camps or internally displaced people, orphanages, etc.); and (v) existing specific provisions do not make registration of divorces compulsory; (vi) the law requires additional witnesses in declaring vital events occurring in health facilities to the civil registrar, yet an official declaration issued by relevant authority attesting to the occurrence of event can suffice, e.g. doctors' notification of death or birth.

The law N° 11/2013 determining the organisation and use of cemeteries is not enforced due to, among other things, the vague instructions on the authorisation process for burials, e.g. burial permit is issued by Cell authorities before the registration is done at the sector. The implication is that death registration is not enforced therefore could continue to be unacceptably low. There are no guidelines on divorce registration and details about characteristics of the parties involved.

Since there is no register of acts of divorce, the information is recorded in the register of marriage. There is no direct administrative linkage between the courts and sectors<sup>1</sup>.

## Management and Organisation

The organizational setup of the registration systems in principle covers the following three levels:

- a) **National level:** the Ministry of Local Government was assigned, in the recent cabinet reshuffle of October 2016, to officially assure supervisory responsibilities of Civil Registration in Rwanda replacing Ministry of Justice<sup>2</sup>. Such responsibilities were put under the Directorate General of Territorial Administration and Good Governance. The National Identification Agency is legally responsible for Civil Registration in Rwanda. The efforts invested by the Agency in civil registration need to be more augmented greater than before because the primary focus has been to concentrate on the population registration which basically should have been an immediate output of an improved civil registration system.
- b) **District level:** Districts are responsible for making follow up on civil status services provided in sectors. The mayor is the overall civil registrar in his/her district.
- c) **Sector level:** A sector is run by an executive secretary and supported by several other employees including an officer in charge of civil status doubling as the notary. The sector is responsible for delivering civil status related services which are not delivered by the cell. The sector executive secretary is the local civil registrar. Even though these administrative levels are in place, there is no formal or visible coordination mechanism among them. This finding is in consonance with outcome of the consultative meeting on civil registration organized by the Network of Rwandan Parliamentarians on Population and Development (RPPD) on 25 December 2015<sup>3</sup>.

**Resources:** Although Rwanda's civil registration is a permanent system, the continuity of access to registration services is severely constrained by the overloading tasks of officers in charge of civil status in Sectors, shortage of registration materials, and lack of transport facilities to undertake the mobile registration exercises for hard to reach areas or groups.

**Registration tools and quality assurance:** The registers and forms are available in all civil registration offices but do not conform to international recommendations and concepts. Their physical quality is appalling because of inadequate storage arrangements. There are no special features of security, such as bar coding, and can therefore be easily falsified. In many Sectors, completed records have not been signed by the Civil Registrar since 2008 thus rendering the records invalid and hence they don't have any legal value. The legislation nevertheless stipulates that civil status records must be signed the same day they are drawn up. Because of the lack of control, this stipulation of the law is very often not respected in most registration offices.

**Operations – Processes and Practices:** Health facilities are critical for the efficient and complete registration of births and deaths. However, the high contact point between the health

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<sup>1</sup> Two institutions belong to different and independent forms of power of Judiciary and Executive. The transmission of simple information between these institutions will involve the highest authorities, i.e. the Prime Minister must officially write to the President of the Supreme Court or vice versa.

<sup>2</sup> Government of Rwanda, Statement of Cabinet decisions of 12<sup>th</sup> October, 2016

<sup>3</sup> Participants to the consultative meeting were among other Ministers in MINALOC, MOH, MINIJUST, DGs (NISR, NIDA) etc.



system and the public is not exploited at the maximum level to increase registration of all births and deaths occurring in health facilities.

**Recording and Processing of Cause-of-death:** Cause of death (CoD) is not meticulously completed on the forms. Not only practice of death registration is generally low, but also most of the records do not have accurate information on CoD. Medical officers are not trained on how to properly complete the medical certification section of the forms and use International Classification of Diseases. The practice of verbal autopsy is not well-known. The health facilities seem not to be aware of the WHO short form for recording CoD. There is practically no credible source for compiling statistics on CoD.

**Database management and utilization:** The current main databases existing in the CRVS systems are the CRVS web-based application system, Health Management Information System (HMIS) and the National Population Central Registry. All of them work in silos.

### **Main Recommendations**

There is ample political will and support in Rwanda that is conducive for establishing a well-functioning CRVS system. Effective political will and leadership should not only recognise the importance of CRVS but, should also manifest in sufficient financial support to CRVS; enforcement of the regulations regarding the use civil registration products and services, e.g. Birth certificate should be regarded as the sole basis for individuals' identity and validating date of birth. Investing in CRVS yields great dividends, but the cost of indifference is high. The following are some key recommendations that would help to improve the current systems at a reasonable cost and in few years:

- a) Enabling legal and policy environment:** In order to create a comprehensive CRVS system, the legislative environment requires improvement in relation to birth and death, late and delayed registration, registration of neonatal deaths, among some others, by aligning it to international standards. It is highly recommended to establish, with strengthened legal framework, solid linkages between civil registration and other various national systems, and interoperability of CRVS databases and other management information systems such as National Population registry, CRVS Web-based application system, HMIS, Irembo platform.
- b) High-level coordination and oversight mechanism:** Putting in place an appropriate institutional coordination mechanism that brings on board key stakeholders involved in civil registrations processes, the production and use of vital statistics and establish a high level and District level oversight and guidance committee.
- c) Restructuring CRVS key institutions:** Reorganize CRVS systems' organisational structures, functions & roles and responsibilities in key stakeholders, particularly NIDA and NISR.
- d) Re-engineer the civil registration business processes:** Eliminate duplication of efforts on current paper-based registration thus reducing the waiting time for the public; and harness the efficiency from computerization of the CRVS and identification management systems through integrated solutions, interoperability and definition of clear standards.
- e) Financing of CRVS:** Prioritising CRVS programme by making it as part of line ministries and districts performance contracts (IMIHIGO).
- f) Recording of cause-of-death:** Ensure that each death in health facilities has its causes determined and recorded in accordance with WHO guidelines; and the application of verbal autopsy for community deaths until all deaths occur in health facilities. Collecting reliable

data on major diseases will help identify the major killings for appropriate corrective and preventative measures.

- g) Capitalize on low hung fruits:** Activating the law on burials where districts, sectors and cells organize cemeteries in incremental phase approach would bring a profound increase in death registration in a short time, thus enabling the country meet the monitoring requirements of many of the SDG targets.
- h) Enhancing statistical quality of data and standards:** Improving quality of registration information by analyzing statistics from civil registration regardless of the level of completeness as a means to establish the state of the system and improve its development.

# 1. INTRODUCTION

## 1.1 Country demographic and social profile

Rwanda is located in central Africa and has a surface area of 26,338 square kilometers and is bordered by Uganda to the north, Tanzania to the east, the Democratic Republic of the Congo to the west, and Burundi to the south. According to the Integrated Household Living Condition Survey, edition 4, thirty-nine percent of the population was identified as poor in 2013-2014<sup>4</sup>.

The fourth population and housing census in 2012 showed that the 52 percent and 48 percent of Rwandan population were female and male, respectively. According to projections, Rwanda's population would grow to 11,533,446 in 2016, the population more than doubled between 1978 and 2012. The increase was essentially due to rapid population growth, which remains high despite the progressive decreases in the natural growth rate and the total fertility rate. In fact, according to census estimates, the natural growth rate was 2.6 percent between 2002 and 2012 and 3.1 percent between 1978 and 1991. The low natural growth rate of 1.2 percent between 1991 and 2002 is due to the high number of deaths caused by the 1994 genocide committed to Tutsi. Population density is high across the country and has increased steadily over the years, up to 434 inhabitants per square kilometer in 2016. The population is largely rural; according to the RPHC4, almost 84 percent of the country's residents live in rural areas<sup>5</sup>. Also, the population is essentially young, with 43.4 percent of all Rwandans under age 15 as according to the RPHC4.

The illiteracy rate in Rwanda has significantly declined for the past years. A higher proportion of women than men cannot read and write (20 percent of women and 16 percent of men). Although numerous religions are practiced in Rwanda, the 2012 census showed that Christianity is by far the dominant faith, practiced in some form by 93 percent of the population (44 percent are Catholic, 38 percent are Protestant, and 12 percent are Adventist). The Muslim population remained steady at 2 percent from 2002 to 2012. Only 0.4 percent of the populations profess to have no religion.

Nearly all Rwandans speak the same language, Kinyarwanda, which is the country's official first language, followed by English and French. Kiswahili, the third most common foreign language, is generally spoken in some areas of the districts bordering other countries where this language is widely spoken, such as the Democratic Republic of the Congo and Tanzania. The fifth RDHS has shown that maternal mortality ratio has declined significantly to 210 deaths per 100,000 live births in 2014/15 down from 1,071 in 2000 and during the same period child mortality dropped to 50 percent from 76 percent.

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<sup>4</sup> The EICV4 calculated an indicator of the incidence of poverty, which is the share of the population whose total consumption is below the poverty line (Rwf 159,375 in January 2014 prices), or the share of the population that cannot afford to buy a basic basket of goods (food and non-food)

<sup>5</sup> Among the total urban population, 49 percent live in City of Kigali, the capital of the country

## 1.2 CRVS general context

The United Nations 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 decree or regulation in accordance with the legal requirements of a country.*”<sup>6</sup> Civil registration has administrative and legal use on the one hand, and statistical, demographic and epidemiological use on the other. 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.

The global 2030 development agenda implicitly recognizes and underlines the importance of individual and aggregate records and data on birth and death in the realization of basic human and civil rights as well as in the monitoring of development. The Sustainable Development Goals (SDGs), anchored on the vision of eradicating extreme poverty from the face of the earth by year 2030, have as the first of its five transformative shifts to “Leave no one behind.” They emphasise on the need to ensure that no person is excluded or denied universal human rights and access to basic economic opportunities. The African Agenda 2063 similarly re-echoes social inclusiveness as a prerequisite to the continent’s growth and development. A fundamental challenge to the realization of these visions remains the fact that civil registration systems are largely very weak in most part of the developing world; hence a majority of the population remain legally “invisible” in the eyes of the state, denying them the right to be known and planned for by their governments, access to fundamental opportunities and services, as well as the ability to claim their rights or to participate in governance processes.

Individual identity records and documents generated from a CRVS system help to fulfill the first fundamental human right that every individual is entitled to upon birth i.e. the right to a name and an identity; from which other human and civil rights are founded. The recognition of the existence of persons by their governments, and the ability of individuals to transact with each other and with the state, through legal identity documents, are fundamental attributes for good governance that can only be realized by states where complete civil registration systems exist. Records of birth, marriage, divorce and death derived from civil registration systems also provide a permanent, continuous, universal and reliable source of vital statistics for accurate and timely planning, resource allocation and for good governance. 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 SDGs indicators require vital statistics data on a continuous and timely basis.

Despite the unanimous recognition, civil registration systems are largely incomplete across most countries on the African continent. Hence in Africa millions of people have come into this world and left without leaving a trace on official records. The United Nations Children’s Fund reports that the lowest level of birth registration is found in Sub-Saharan Africa; where only 44 percent

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<sup>6</sup> United Nations (2014). Principles and Recommendations for a Vital Statistics System - Revision 3, paragraph 279. United Nations, Publication. New York. 2014

of children under age five have had their birth registered. Overall, less than 50 percent of deaths are reported in official records, with the exception of very few countries. The recording of causes of death and the derivation of statistics thereof is in a much more weak and unreliable state. The current state significantly jeopardizes many of the continent's efforts to halt poverty and advance sustainable development<sup>7</sup>. The birth registration rate in Rwanda could be considered better than many other African countries but it is still low, only at 51 percent<sup>8</sup>. Divorce registration is nearly nil while death registration including cause of death is an unacceptable state with only 30 percent of death being registered by the civil registrar and practically no reliable CoD recorded<sup>9</sup>.

### 1.3 Civil Registration historical context

In Rwanda, as in most of Africa, registration of vital events started during the colonial period. However, the registration laws were only for the nationals of the colonial powers. The laws regulating civil registration in Rwanda evolved in connection with the stages of its political and administrative history<sup>10</sup>. During the colonial period, from 1931 up to end of 1961, under the decree of May 4, 1895 on the Civil Code of persons-book one, all Rwandans aged 18 years and above were issued identity card known as identity booklet or “*Ibuku*”.<sup>11</sup> This card was written in Dutch and Kinyarwanda languages. Information entered into the booklet were characteristics such as names, approximate date of birth, parents' names, sex and marital status, height, names of descendants, profession and ethnic or clan affiliation.

In the early days of independence, the registration of civil status of the population in Rwanda was governed by the order issued by the Belgian Governor on the 25 of July 1961. This order continued to be used after independence in 1962 with few amendments such as assigning the civil registration responsibilities to the Ministry of Internal Security. From 27<sup>th</sup> of October 1988, the order was repealed and replaced by the Law n° 42/1988 which instituted the Preliminary Title and Book One of the Civil Code. This new law made registration of vital events compulsory on the Rwandan territory and was in place until 28<sup>th</sup> of August 2016 when the new law N° 32/2016 was enacted governing persons and families. The new law transferred the coordination and supervision of civil registration and related activities from the Ministry of Justice to the Ministry of Local Government.

From independence until 2006 the lowest office for registration was District. With the second phase of decentralization process in 2006, the responsibilities of civil registration were extended down to the sector level, where the sector Executive Secretary was added to the list of civil registrars in the country with the aim of bringing most needed services closer to the population<sup>12</sup>.

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<sup>7</sup> Africa CRVS Regional Core Group (2015). *Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS): Costed Strategic Plan, 2016 – 2020*. Un Economic Commission for Africa.

<sup>8</sup>NISR, RDH5 (2014/2015).

<sup>9</sup> NISR (2015), Annual report

<sup>10</sup> The term used to express civil registration in Law N°32/2016 is “civil status”. In this report civil registration and civil status registration are used interchangeably.

<sup>11</sup> “Book” loosely translated into Kinyarwanda

<sup>12</sup>Presidential Order n° 57/01 of 15/10/2006, determining the Structure and Functioning of Village, Cell and Sector (Art.74)

The National Identification Agency was established by the Law N°43/2011 and charged with population registration, civil registration and issuance of the national identity card<sup>13</sup>. NIDA and NISR have been working hand-in-hand to improve and strengthen the CRVS systems in Rwanda. Despite progress achieved concerning civil registration, it is yet to be universal and able to produce reliable and continuous vital statistics. For instance, according to the fifth Rwanda Demographic and Health Survey, more than a half of births are not registered and about 70 percent of deaths go unrecorded each year. Registration of other civil status is dismally low.

#### **1.4 Opportunity for accelerated improvement of CRVS**

There are several opportunities internally and externally that could create opportunities for the improvement of the CRVS systems of Rwanda. The first and foremost opportunity is the enactment of Law N° 32/2016 by the Government of Rwanda which sets the basic ground for the establishment of an integrated, modern and comprehensive CRVS system in the country. The Development Partners, with UNICEF and AfDB taking the lead, are supportive of the CRVS improvement initiative. Other International Organizations such as WHO, UNDP, UNFPA and UNHCR have expressed their intent to support the improvement process in one form or another. Similarly, international NGOs such as Data for Health Initiative (D4H), Plan International, and World Vision are keen to be part of the effort. D4H has started a project in Rwanda that would improve the registration of deaths and recording of causes of death at the community level using new technology.

Major development in the external environment that would create opportunity to APAI-CRVS is the increasing recognition of the importance of CRVS system at global and regional levels as an essential underpinning of the international and regional development agendas such as SDGs and Agenda 2063, mentioned before. The World Bank and WHO have developed the Global CRVS Scaling Up Investment Plan. It covers activities over a 10-year period from 2015 to 2024, with the goal of “*universal civil registration of births, deaths, marriages, and other vital events, including reporting cause of death, and access to legal proof of registration for all individuals by 2030*”.<sup>14</sup>

At the continent level, one of the important developments regarding CRVS is the establishment of the Conference of African Ministers Responsible for Civil Registration in August 2010. The Conference is institutionalized as a permanent platform that would meet once every two years to provide policy directions necessary for transforming CRVS systems and to monitor and advise on the progress of the regional initiative on CRVS. The continued engagement of the Ministers Responsible for civil registration in the improvement of CRVS demonstrates strong political support and reflects the level of commitment by African countries to change the scandal of invisibility in their populations. The concerted effort of the Africa CRVS Core Group to support the continental framework has enabled alignment of institutional mandates and thereby maximizing available resources for the continent. The Core Group and the APAI-CRVS Secretariat have demonstrated harmony in programme delivery at the continental level and set standards for similar arrangements at the country levels.

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<sup>13</sup>Law n°43/2011 of 31/10/2011 establishing the National Identification Agency and determining its mission, organization and functioning , (Article 4)

<sup>14</sup><http://www.worldbank.org/en/topic/health/publication/global-civil-registration-vital-statistics-scaling-up-investment>

The other important country-led initiative is the African Symposium on Statistical Development (ASSD). Since 2005, South Africa has been funding and organizing ASSD to support and encourage African countries in their population and housing censuses. Since 2012, ASSD has prioritized CRVS as a theme for discussion in five of its annual symposia; beginning with the 7<sup>th</sup> symposium held in 2012 in Cape Town, South Africa. In the past, National Statistical Offices (NSOs) of most African countries were largely disengaged from the CRVS systems improvement process for a long time. ASSD has changed the situation by enabling strong working relations and mechanisms of coordination between NSOs, civil registration offices and health institutions in most countries.

Furthermore, the United Nations Economic Commission for Africa has developed and availed the package of resources needed for countries to conduct quality assessments and cost-efficient reform action plans; trained a team of advisors to provide technical support to countries as required<sup>15</sup>.

## **2. RATIONALE AND PURPOSE FOR THE ASSESSMENT**

To some extent the needs for vital statistics may have been addressed from other sources such as the quinquennial RDHS, the triennial Integrated Households Living Condition and the decennial population and housing census. However there are main uses of civil registration records, particularly in the field of governance and preservation of individuals' rights, which are not being realized because of weak civil registration systems.

Vital statistics are obtained preferably through a civil registration system, as this is the best source from which to derive accurate, complete, timely and continuous information on vital events. It must be stressed, that, even though population censuses, sample surveys and sample registration may provide estimates of the levels of fertility, mortality, fetal mortality, marriage and divorce, and, in the case of sample registration, estimates for mortality events by cause of death, they are not a substitute for a civil registration system, since they cannot provide current data with such details and with universal coverage. The 2030 Development Agenda and the Sustainable Development Goals require that a strong civil registration system is in place to ensure international monitoring of development initiatives.

The current Rwanda National Strategy for the Development of Statistics 2014/15-2018/19 envisages strengthening effective civil registration system in order to record births, deaths, marriages, divorces and related issues, which cannot be captured on a continuous basis by a national census program or surveys<sup>16</sup>. The strategy seeks serious efforts towards addressing weaknesses of CRVS systems and establishing linkages of various national identification systems. Key national stakeholders in CRVS, namely the National Institute of Statistics of Rwanda, the Ministry of Health, the Ministry of Local Government, the Ministry of Justice, the National Identification Agency and UN agencies, have undertaken various national initiatives to strengthen and modernize the CRVS systems in Rwanda. In particular, NISR in collaboration with NIDA and MOH have developed and introduced a CRVS web-based application system in

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<sup>15</sup> <http://apai-crvs.org/> and <http://www.crvs-dgb.org/en/>

<sup>16</sup> NISR “*The Second National Strategy for the Development of Statistics- the first strategic objective*”, page 41

January 2015 that facilitates the collection, storage and production of vital events data from civil registration, including causes of deaths, through the online capture of information from notifications at health facilities and registration at sector offices. Additionally, all civil registration offices have been given computers and mobile broadband modems for regular internet accessibility. Many civil registrars and officers charged of civil status have benefitted from various capacity building programs geared to boost their capacity in delivering good services to citizens. Also, the Ministry of Health in collaboration with other stakeholders developed a web-based Health Management Information System that covers all health aspects across the country. The Ministry has been successful in collecting a wide range of information from all Health Centres and District Hospitals' catchment areas in the country<sup>17</sup>.

Nonetheless, the combination of various challenges on both the supply and demand sides has resulted in weak national CRVS systems. Challenges such as unavailability, inaccessibility, and poor quality of registration services affect severely the system of CRVS. A meaningful and sustainable improvement in CRVS is predicated on a complete understanding and knowledge of the current state of the civil registration systems. In this regard, an assessment would provide an opportunity to take stock of the current performance practices and levels, and serve as a foundation to devise comprehensive and holistic strategies to effectively ensure the attainment of an effective and efficient CRVS system.

The comprehensive assessment of Rwanda CRVS is a direct response to the declaration of the Second Conference of African Ministers Responsible for Civil Registration in September 2012<sup>18</sup>. The Conference urged all African countries to undertake in-depth assessment of the state of their national civil registration systems and develop a strategic and action plans for improving CRVS. It is also in line with two of the strategic objectives of the Second Rwanda National Strategy for the Development of Statistics (NSDS2) that envisages bringing about a profound change in the vital statistics collected from civil registration, namely: (i) Strengthening of civil registration system, administrative records, surveys and other sources of data; and ((ii) improving resources mobilization and building strategic partnerships.

An assessment of Rwanda's civil registration and vital statistics systems was commissioned by the CRVS core stakeholders, i.e. The Ministry of Local Government, National Institute of Statistics of Rwanda, National Identification Agency and the Ministry of Health, and with support from development partners. The national comprehensive assessment reviewed the current systems and their operations, and examined strengths and weaknesses to draw lessons learnt and identify ways to improve the system. This would allow the country to develop specific strategies and interventions to reform the existing CRVS systems into a well-functioning CRVS system that will enable all vital events occurring in Rwanda to be registered within the officially allowed time limit and reported accordingly.

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<sup>17</sup> NISR, Rwanda Statistical Yearbook 2014, there are Eight Referral hospitals, 36 District hospitals, four Provincial hospitals, 478 Health centres, 91 private clinics across the country.

<sup>18</sup> Second Conference of African Ministers responsible for civil registration. All African Union Member States were urged to undertake in-depth assessment of the state of their national civil registration systems and develop a strategic and action plans for improving CRVS. Ministerial statement, page 4.



### **3. OBJECTIVES AND SCOPE OF THE CRVS ASSESSMENT**

#### **3.1 Objectives**

The main objective of the CRVS comprehensive assessment was to identify strengths and weaknesses in the current CRVS systems, draw lessons from what has and has not worked, and provide recommendations on how improvements can be made and sustained.

**Specific objectives include:**

- i. to review laws on CRVS and their impact on coverage and completeness of registration; and ascertain the degree of compliance with laws;
- ii. to identify the strengths and weaknesses in current systems, and draw important lessons;
- iii. to identify ways through which weaknesses can be improved in line with international recommendations;
- iv. to explore opportunities that can be used to strengthen the CRVS system;
- v. to evaluate the basis of demand and use of civil registration product and services; and
- vi. to serve as one of the major inputs for developing a National CRVS Strategic Plan.

#### **3.2 Scope of the Assessment**

The United Nations recommends that countries should register and collect information on the following vital events for civil registration and vital statistics purposes: birth; death; foetal death; marriage; divorce; annulment; judicial separation; adoption; legitimation (acknowledgement); and recognition (judicial declarations of paternity) (UN, 2014). Not every country records all vital events recommended by the UN, although it remains to be the eventual goal. Therefore, to facilitate the establishment of the vital events registration system, priority is assigned to the list of vital events. The top priority vital events to be recorded are births, marriages, divorces and deaths. The African Ministers responsible for Civil Registration have also recommended the recording of the four vital events.

The September 2016, the civil registration law assigns an order of registration priority by selecting most of the internationally recommended vital events and by dropping some which were considered less important. In line with these recommendations, the scope of the CRVS improvement process has been set to address births, deaths, marriages, divorces.

### **4. THE FIRST PHASE OF THE CRVS IMPROVEMENT INITIATIVE**

The entire process leading up to the development of a national strategic plan for strengthening the national CRVS systems is organized in four distinct phases. The first being the preparatory stage, the second covers the assessment exercise; the third entails the planning, and the fourth is the dissemination of the approved improvement plan, as a prelude to its implementation.

This initial phase involved mobilizing support, both financial and technical, from government and the major stakeholder institutions. In this regard, the initiative to improve the CRVS systems was launched by the government with the support of Development Partners in 2014. NISR initiated the process by requesting the stakeholder institutions, i.e. Ministries,

Commissions and Agencies, involved in civil registration, the collection, production and use of vital statistics, to nominate representatives to serve on the teams as assessors.

The institutional arrangements were determined and organized by the NISR with the support of UNECA and the AfDB in a series of launch activities held from January 2015, in collaboration with other UN agencies. One of the important outputs of the launch programme was the draft Road Map that would lead the improvement initiative up to the stage of drafting of the strategic plan. The Road Map was further refined taking new developments into account by the meeting of key stakeholders, in early May 2016.

Another milestone was the understanding reached to establish a governance structure for the development and implementation of the strategy for CRVS System improvement at different levels of responsibilities and authorities. This was further refined in October 2016 and the proposed governance structure is as follows:

(i) High level coordination committee (HLCC) – this will be the highest decision-making body approving the final strategic plan and investment plan for implementation. The HLCC will be formed towards the finalization of the exercise and it is expected to be a ministerial committee of key government stakeholders.

(ii) National Technical Steering Committee (NTSC) - involving heads of key ministries and institutions responsible for registration of vital events, selected stakeholder institutions, and representatives of the United Nations and other development partners, who have an interest and importance in CRVS. The NTCC has been effective in mobilizing support from Government.

(iii) CRVS National Core Team (NCT) – comprising of the multi-disciplinary arrangement of experts into teams to work and tackle specific aspects of the assessments. The members of the different teams are expected to be composed of experts drawn from Government and Non-Government Organizations, including the different development partners.

(iv) District CRVS Commission (DC) – comprising of sub-national level officials, community leaders and representatives of local civil society organization and non-governmental organizations. It is a larger group that should be involved in the CRVS improvement initiative regularly at the District level. It will report to District Executive Committee, JADF and the NTSC through NCT.

## **5. THE IMPLEMENTATION OF THE COMPREHENSIVE ASSESSMENT**

This phase involved conducting the assessment and generating the report. The essential activities included assembling as much documentation and materials as possible as input into the desk review, and conducting the assessment in the field. The African region assessment tool developed by the APAI-CRVS Secretariat was adapted to suit the prevailing country situation. An assessment guideline contextualized to the country's situation, terms of reference, and set questions, and areas for investigation for each task team. The methodology adopted to collect information included desk reviews, field visits and interviews of functionaries and stakeholders at national, district and community levels.

## **5.1 The National CRVS Core Team**

The lead agency for the assessment of the CRVS system was the NISR. It served as the secretariat for the exercise and provided staffing including a coordinator to manage the work. A core team has been formed from institutions that are key to the improvement of the CRVS systems – National Identification Agency, Ministry of Health, Ministry of Local Government and Ministry of Justice. The APAI-CRVS Senior Adviser worked with the Core Team from 23 to 25 July, 2016. A stakeholder register and analysis were worked out with the team to identify the key institutions that have high influence on the system and are important to the outcome of the reform process. The Core Team would be responsible for the day-to-day operations and steering the improvement process in the desired direction starting from the assessment until the plan is launched.

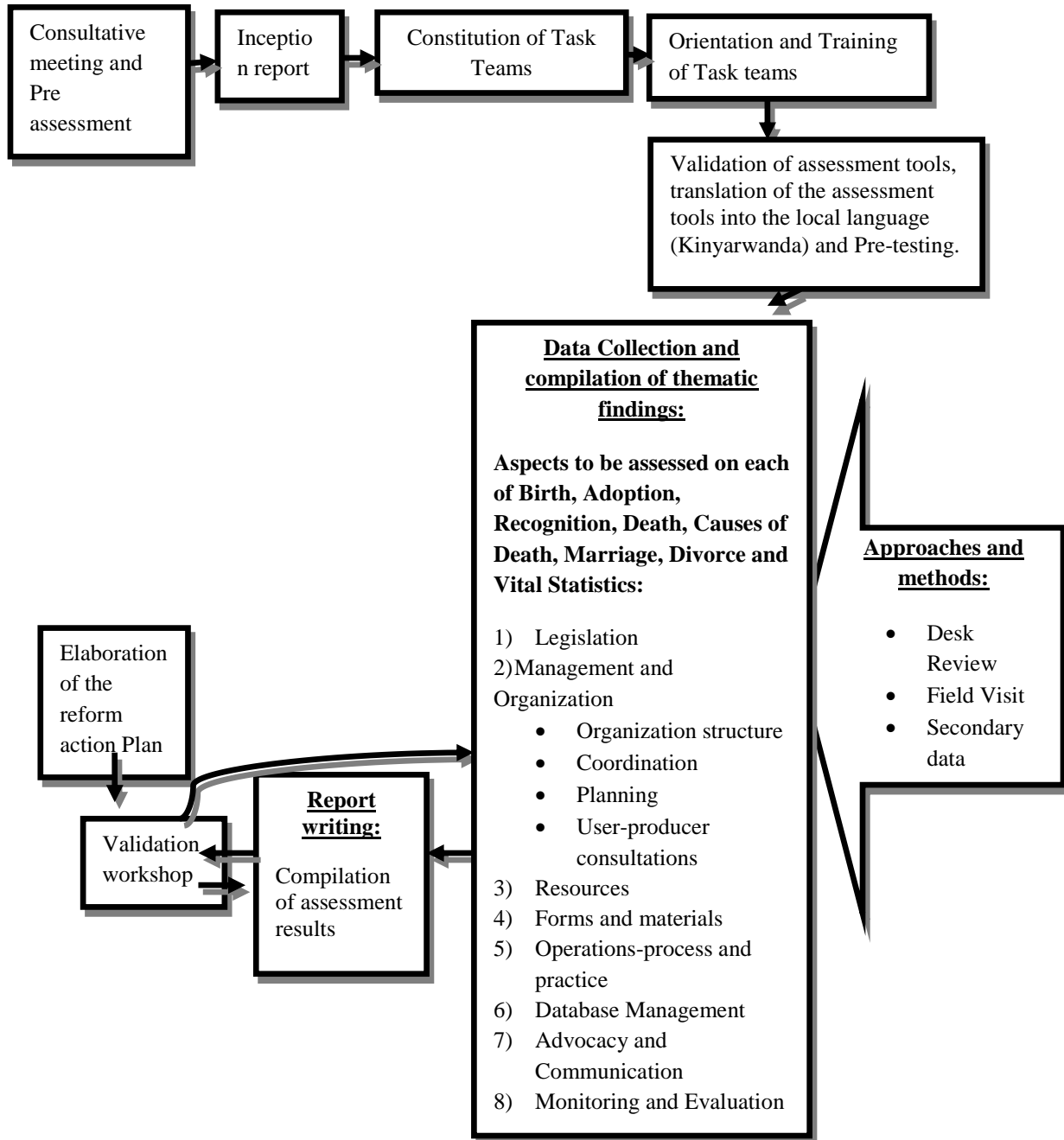
## **5.2 Planning and Preparation**

Planning and preparation of the comprehensive assessment of the CRVS system was initiated and led by the National Institute of Statistics of Rwanda (NISR) with the involvement of key stakeholders. The United Nations Children’s Fund provided financial support while the African Development Bank provided technical support within the framework of the APAI-CRVS. The Senior Advisor and Consultant of the AfDB conducted pre-assessment consultative meetings, which informed the elaboration of CRVS assessment roadmap. On the 18<sup>th</sup> July 2016, the CRVS Comprehensive Assessment Roadmap was fine-tuned and adopted by a technical working group representing several key stakeholders.

### 5.3 The Comprehensive Assessment Process

The basic process followed for the comprehensive assessment is depicted in figure 1 which epigrammatically outlines the steps in the assessment process.

**Figure 1: The processes of the CRVS comprehensive assessment**



## 5.4 Stakeholders analysis

Stakeholders are the individuals, groups, and institutions that will be positively or negatively impacted by the CRVS system, on the one hand, or will affect the outcome of the system, on the other hand. In either case stakeholders will affect the success of the system. Accordingly, a stakeholder analysis should be conducted as part of the CRVS system environment. Stakeholder analysis should assist in prioritizing stakeholder involvement; that is, with deciding on which stakeholder to approach in what order and at what stage in the development of the system.

Stakeholder prioritization begins with a stakeholder register with the following or similar information: stakeholder name, designation, agency, role in project, type of stakeholder, type of communication (one-way information sharing, two-way consultation, and collaborative or shared decision-making), expectations, interests and influence on project outcome. The prioritization is done on the basis of importance and influence followed by the categorization of the stakeholder analysis matrix.

The matrix indicates the most important and most influential stakeholders (upper left-hand corner) and the least important and least influential stakeholders (lower right-hand corner). The most important and most influential group should be consulted first while the least important and least influential group should not be given special consideration.

**Figure 2: CRVS Stakeholder Analysis**

<i>High influence, low importance</i>	<i>High influence, high importance</i>
Ministry of Sport and Culture Ministry of Education Ministry of Youth and ICT Courts Rwanda Law Reform Commission Rwanda Correctional Services Rwanda Association of Local Government Ministry of Cabinet affairs The Ministry of Natural Resources Ministry of Infrastructure Ministry of Trade, Industry and East African Community Affairs Ministry of Agriculture and Animal Resources Political Organizations	The Presidency Office The Parliament: Chamber of Deputies Prime Minister's office Ministry of Finance and Economic Planning Ministry of Local Government Ministry of Health National Identification Agency Ministry of Justice National Institute of Statistics of Rwanda Ministry of Foreign Affairs and Cooperation The media Ordinary Citizens.
<i>Low influence, low importance</i>	<i>Low influence, high importance</i>
Rwanda Academy of Language and Culture Rwanda Revenue Authority Rwanda National Youth Council National Capacity building secretariat Children rights organizations National Youth Council National Council of Women Churches and Faith based organizations Civil Society organizations Human Rights promotion groups Schools and Universities Foreigners	Ministry of Disaster Management and Refugee affairs The Ministry of Public Service and Labor Ministry of Defense Rwanda Biomedical Centre National Commission for Children Rwanda Natural Resources authority National Electoral Commission Rwanda National Police Banks Rwanda Governance Board Ministry of Gender and Family Promotion Rwanda Social Security Board Migration Directorate General UN Agencies, INGOs and Development Partners

## 5.5 Training Workshop on CRVS Comprehensive Assessment

The orientation and training workshop was conducted in Musanze town, from 27<sup>th</sup> July to 3<sup>rd</sup> August 2016. The workshop was organized to provide knowledge and understanding of a CRVS system, mainly focusing on the functions, characteristics and main components of a well-functioning CRVS system. The assessment teams were equipped with the relevant tools, methodologies and guidelines for undertaking the comprehensive assessment. The workshop laid down the critical and necessary foundation to enable the task teams to carry out a comprehensive

assessment of the CRVS systems of Rwanda. The results of the assessment were input for the formulation and actual development of the strategic action plan that will revamp the CRVS system.

The workshop brought together 17 participants from key stakeholder institutions that play different roles in birth, death, marriage and divorce registration process and the production of vital statistics as well as development partners. The representation from participants comprised of the members from the following organizations: MOH; MINALOC; MINIJUST; MIGEPROF; NISR; NIDA; NCC; RBC; RLRC; Plan International Rwanda; World Vision; UNICEF and WHO.

The orientation and training workshop was structured into three parts:

The first part of the sessions was aimed at introducing participants to the basic concepts of civil registration and vital statistics in line with the United Nations' principles and guidelines on civil registration. Here, the definition of concepts related to civil registration and vital statistics, the principles that govern civil registration, the functions of civil registration systems, the functions of the CRVS system i.e. the legal, statistical and administrative functions of the CRVS system and essential components of the CRVS system which include a legal framework, its organization and management, coordination and community involvement were discussed.

The second part covered the scope and process of conducting the assessment. The issues pertaining to civil registration with regard to policy and legal framework, vital statistics, registration of births, deaths, marriages and divorces, and collection and analysis of causes-of-death data were adequately covered. Other issues covered included modalities for conducting the assessment, review, timelines and refinement of the composition of task teams.

The third part of the workshop was covered in four sessions. These sessions focused on training participants on the modalities and processes of undertaking the assessment. It also included a pilot survey which aimed at pre-testing the tools as well as pre-testing the full cycle of the assessment in preparation for fieldwork. The sessions were delivered through presentations made by facilitators and through small group discussions of about 6-8 participants. In the training workshop, key areas of focus that should be looked into during the CRVS system assessment process were also discussed. This included the legal framework to ensure that it covers registration and statistical functions, roles and responsibilities of all stakeholders, and mechanisms of coordination and business process modeling for each vital event.

The session on vital statistics ensured that participants learn about the internationally recommended principles and standards on the collection, processing and transmission of vital statistics from civil registration system and dissemination of data from civil registration offices. In this session the consultant stressed the importance of vital statistics as a component of the national statistics base, different sources of vital statistics including the analysis of the strengths and weaknesses of each of the sources. An introduction of the civil registration system as the best source of vital statistics and how to make vital statistics an integral part of the civil registration system through ensuring that the relevant institutional arrangements are in place, ensuring that the actual operations include the generation of statistical records, and the transmission and processing of data were discussed. A presentation of vital statistics in Rwanda was made by NISR staff and it highlighted how the NISR compiled data on vital events.

## 5.6 Adaptation of the Assessment Tools

The task teams used an assessment tool developed by the APAI-CRVS Secretariat and adapted to national specificities to collect information that would help identify areas of concern in the existing system. The tools were translated into Kinyarwanda. The tools contained questions / issues for investigation, covering the following thematic areas:

1. Legal framework requirements for the CRVS, and the scope and challenges of its operations, including service delivery.
2. Birth registration;
3. Death registration and causes of death;
4. Marriage and divorce registration; and
5. Vital statistics

The tools are provided in a separate volume II accompanying this document.

## 5.7 Task Teams

The assessment of the Civil Registration and Vital Statistics systems in Rwanda followed the recommendations of the APAI-CRVS. The assessment was organized in thematic areas with specified terms of references. CRVS being a multi-sectoral system with different players, covering civil registration and processing of vital statistics including causes-of-death, the assessment involved a wide range of sectors and stakeholders responsible for various components of the system and those who benefit from the CVRS outputs as inputs into their systems e.g. education, health, statistics, national identification, etc.

To facilitate effective and efficient conducting of the comprehensive assessment, the following five thematic teams were formed with specific terms of reference.

- i. **Legal Framework:** The team focused on assessing the policy and legal environment surrounding the whole CRVS systems.
- ii. **Birth registration including adoption:** The assessment included methods of gathering information; responsibilities of informants; timing of reporting events; accessibility to registration centres; provision for amendments of registration records; fees and penalties; cultural and social factors pertaining to the registration of vital events; and storage.
- iii. **Death registration and recording of cause of death:** The same as for births registration but focusing on the death events. The team which assessed the registration of causes of death had to explore the status and recommend ways of comprehensive collection of information under varying circumstances of death and certification of cause of death.
- iv. **Marriage and divorce registrations:** like the other vital events, the assessment included methods of gathering information; responsibilities of informants; timing of reporting events; accessibility to registration centres; provision for amendments of registration records; fees and penalties; cultural and social factors pertaining to the registration of vital events; and storage.
- v. **Vital statistics from civil registration:** The team reviewed the legislation and data collection instruments of the CRVS system with the objective of bringing out deficiencies in the system and prescribed remedies to ensure that the production of vital statistics is eventually comprehensive, reliable, effective, efficient and sustainable.



## **5.8 Desk Review**

The process for conducting the assessment began August 2016 with the CRVS Core Team assembling the materials available about the setup and operations of the system. These included the legal frameworks of institutions involved in CRVS, and of those whose functions impact on or whose performance can be influenced by the existence of an efficient CRVS system.

An exhaustive literature review on each thematic area was done before the field exercise. Various policies, legislation, reports and other documents from government and other sources were considered and found to be useful sources of information. A number of questions suggested under the topics in the CRVS CA tool were answered by the exercise. Some issues which were not adequately covered necessitated further investigation or verification through field visits, interviews with functionaries and stakeholders. The desk review exercise involved the following: (i) Studying the available literature; (ii) Referring to the available literature in answering questions relevant to the thematic topic with reference to the assessment tool; (iii) Plotting the relevant organizational charts and process flows as required; and (iv) Compiling a list of specific issues requiring investigation during fieldwork.

## **5.9 Application of the Assessment Tool in the Field**

All efforts were made to collect as much information as possible, through including special interest groups, institutions and others. Interviewers requested respondents to answer all questions as exhaustively as possible. Confidentiality was also a necessary requirement. The survey design was purposive. This means that the selection of study areas in the country to collect information from functionaries, community representatives, and service users was done on a non-random basis. Assessment guidelines were prepared regarding methods of gathering information; responsibilities of assessors; timing of reporting events; accessibility to registration centres; cultural and social factors pertaining to the registration of vital events; and other pertinent issues.

In preparation of the field work, a training workshop was conducted for the Task Teams in Musanze town, Rwanda from 27 July to 3 August 2016. The aim was to build a common understanding of the principles and processes of a civil registration and vital statistics system. During the workshop the assessment methodology was extensively discussed. The APAI-CRVS proposed Assessment Tool was carefully reviewed and adopted to the specificities of Rwanda. A comprehensive roadmap for the conducting the field assessment was finalized following inputs from members of the Task Teams. In addition, the teams were provided with clear and specific terms of reference as part of the practical assessment guidelines developed by the Senior Advisor for this purpose. The field test of the tool was conducted on the 2<sup>nd</sup> of August 2016 in Muhoza (urban) and Kataraga (rural) sectors of Musanze District.

## **5.10 Selection of Locations and Conduct of Interviews in the Field**

The comprehensive assessment field work took place in pre-selected areas from 16<sup>th</sup> of August 2016 up to 4<sup>th</sup> of September 2016. Field visits included interviewing functionaries pre-identified for each Task Team and also holding interviews with stakeholders at various levels and civil registration clients. The outputs of this exercise have two major uses. They serve as (i) immediate inputs for the development of the National CRVS Improvement Plan, and (ii) benchmark for future assessments and component of the monitoring and evaluation framework

for the Plan. A combination of geographical locations (i.e., urban /rural centers and other settlements such as refugee camps, areas with high population density, etc), institutions (i.e. public and private), individuals (including community leaders, service providers and recipients), in the CRVS sector were targeted for the survey. Purposive sampling formed the basis for selection of the locations visited. The selection of locations aimed to achieve a range of positive / enabling and negative / inhibiting situations governing civil registration in all five geographical regions around the country (City of Kigali, South, North, East and West). The locations to visit were at four levels: national, regional, district and community.

At the various locations the following categories of institutions and personalities were targeted for observation and study<sup>19</sup>: registration service points, providers of services associated with the events, enforcers of regulations governing the events, users of CRVS products and services, facilitators and potential actors in the registration processes; intermediaries and managers of civil registration related information; and administrative offices of the partner institutions. It is worth important to note that the findings for this assessment are more qualitative than quantitative in nature because the data collection placed much emphasis on the existence of conditions that would hold back the achievement of complete civil registration rather than wanting to ascertain the prevalence levels of such conditions.

**Table 1: Visit sites / Participants for discussions by thematic areas**

<b>Task Teams</b>	<b>Sites/Persons</b>
Legal and Policy Framework	Desk research on laws, regulations and policies related to CRVS
Birth Registration	Ministries and affiliated agencies, public and private health facilities (different levels), Administrative entities (District, Sector, Cell and Village), CHWs, Refugee camps, Orphanages, Churches, Police, UN agencies, NGOs, and the public.
Death Registration and Cause of death	Ministries and affiliated agencies, public and private health facilities (different levels), Administrative entities (District, Sector, Cell and Village), CHWs, the Public, Churches, cemeteries, Police, UN agencies and NGOs.
Marriage registration	Ministries and affiliated agencies, Administrative entities (District, Sector, Cell and Village), churches, mosques, Village leaders, the public...
Divorce Registration	Primary Courts, churches, mosques, Mediators, Village leaders, Police, the public
Vital Statistics	Ministries and affiliated agencies, NISR, Administrative entities (District, Sector, Cell and Village), CHWs, NIDA, Health Facilities, Development Partners, UN agencies, NGOs and the Public.

<sup>19</sup> A complete detailed account of categories of institutions and personalities visited is annexed

## 6. FINDINGS OF THE COMPREHENSIVE ASSESSMENT

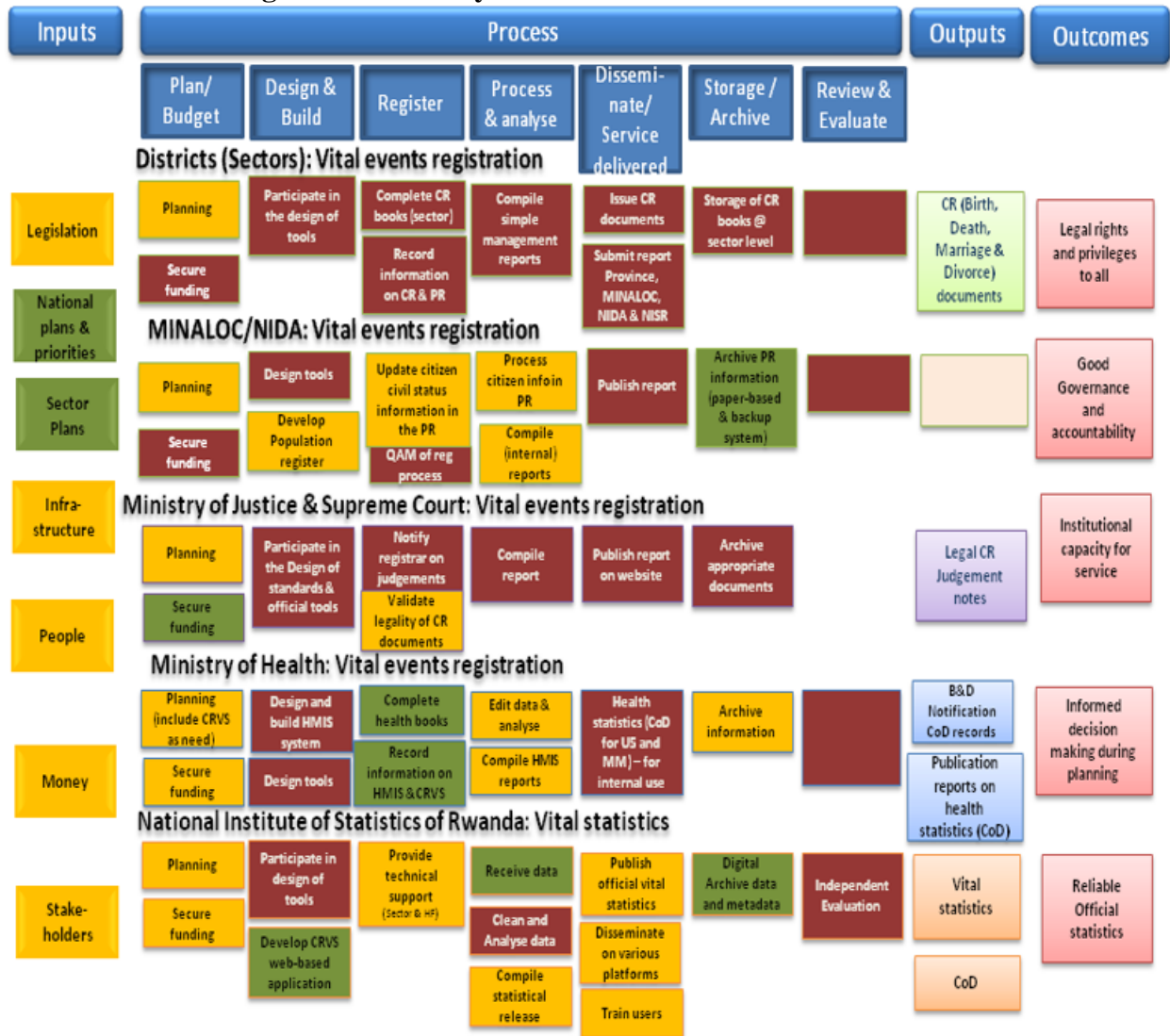
### 6.1 CRVS Value Chain Analysis

Value-chain analysis describes the activities within and around key CRVS system stakeholder institutions and identifies where the value is added. It should assist the various stakeholders to see how they integrate, why they should collaborate and where they complement each other. The main purpose is to break down the CRVS into strategic relevant pieces in order to see a more complete picture of the key role players, and how inputs are transformed into the outputs relevant to the needs of users. The value chain consists of the following: Inputs (what we use to do the work); Processes (what we do); Outputs (what we produce or deliver); and Outcomes (what we wish to achieve).

The objectives of a value-chain analysis of the CRVS system are: to define and describe civil registration and vital statistical processes in a coherent way; to standardize process terminology for comparison purposes; to compare or benchmark processes within and between institutions; to identify synergies between processes. Proper management of individual activities and their inter-linkages add value to the final product or service.

The current CRVS value chain shows activities necessitating a high priority need of shift from the current state of weakness to an improved situation for achieving the desired output (boxes in red). Empty red boxes mean that the specified processes / tasks are not performed by the identified institution. The activities in yellow box mean their current status is fairly good but need improvement while green box means the current activities performance is good and need to be sustained to achieve the expected outcome.

**Figure 3: CRVS System AS-Is or Current Value Chain**



## 6.2 CRVS Systems Situational Analysis

The situation analysis is important (i) to scan or review past and present political, economic, social, technological, legal and environmental (PESTLE) situations that may influence the CRVS systems’ performance and choice of strategies, and (ii) to assess those internal and external forces that may influence the CRVS systems and stakeholders’ current and future strengths, weaknesses, opportunities and threats (SWOT).

### 6.2.1 External Environment Scanning

The CRVS system’s performance is influenced by its external context. Forces in the external environment that influences the system are usually beyond the system’s control. However, it is to the advantage of the system to be aware of these external forces so as to be able to take measures to minimize the risks associated with their impacts. Risk minimization measures would involve positively aligning the system’s strategy with the forces of change, thereby taking advantage of working with the change rather than being ignorant of it or resisting it.

Analysis of the external environment is about understanding the “big picture” within which the system operates. Analysis of the external environment is often undertaken using PESTEL. The PESTEL analysis is grouped into opportunities and threats. Opportunities may arise from external environmental factors. Some external threats to the CRVS system may also arise from aspects of the PESTLE factors, such as traditional and religious beliefs, natural hazards, unreliable power supply, cyber-attack and the like.

**Table 2: Opportunities and Threat Analysis for Rwanda’s CRVS systems**

Factors	Opportunities	Threats
<b>Political</b>	Strong and conducive legal and policy environment  A good law and order situation across the country permitting CRVS activities to be carried out without any security threats.	Changes of leadership in key institutions which may reduce the high momentum for CRVS reform journey. High turnover rates among the CRVS staff within government institutions pose a threat to continuous learning and capacity transfer within CRVS System.
	Good will and commitment among CRVS stakeholders to enhance interagency collaboration, cooperation and support for civil registration	Inter-dependencies (if one institution does not live up to the expectations, it could affect the entire system)
	The increasing recognition of the importance of CRVS system at global, regional and national levels as an essential underpinning of Agenda 2030, Africa Agenda 2063 and AfDB’s High Fives  African Civil registration and Statistics	The growing demand for official CRVS products and services may overwhelm capacity within CRVS system, leading to possibilities of compromises in the availability and quality of outputs.

	Day provide an opportunity to promote and raise public awareness of the Importance of CRVS.	
	Existence of international CRVS concepts, standards and classifications.	
<b>Economic</b>	Development partners' demonstrated supporting will	Government budgetary constraints might lead to inadequate funding of the CRVS programme and activities
<b>Socio-cultural</b>	High level of literacy which is expected to encourage registration of births and acquisition of subsequent certificates	Nonresponsive citizens arising from negligence, apathy, or lack of awareness of the needs and benefits of immediate registration of births and deaths, which leads to persistent low registration coverage (Public Customs and traditions).
<b>Technology</b>	Computerization of the Government machinery: E.g. Rwanda Online Platform (Irembo) as a tool for E-Governance, which is being promoted to capitalize on advance in Information Communication Technology (ICT), including use of hand held devices, mobile telephones and applications to the lowest geographical levels.	<ul style="list-style-type: none"> <li>▪ Potential power supply interruptions</li> <li>▪ Internet connectivity unstable in some areas.</li> <li>▪ Threat from system hacking</li> </ul>

## 6.2.2 Internal Environment Scanning

Besides establishing how the major activities of the CRVS process are sequenced to add value to CRVS as a product (value chain), understanding stakeholder participation (stakeholder analysis) as well as the external environmental forces with the potential to create opportunities or threats for the CRVS system (PESTEL), the next logical step was to undertake an assessment of the internal environment of the system. The assessment allowed to take stock of the current Rwandan CRVS system, strengths and weaknesses (bottlenecks), as well as lessons on what has or has not worked have been identified, through systematic in-depth review of the components of the country's entire CRVS system. The assessment of the internal environment process ended with analysis of the information collected; its aggregation and identification of strengths and problem areas (underlying causes).

The major aim was to provide baseline information and guiding principles for a strategic plan to improve the country's CRVS system. The strategic or improvement plan is expected to promote greater efficiencies, better coverage, greater completeness, and outputs of better quality; and thus more effective outcomes.

**Table 3: Weaknesses, strengths and recommendations**

No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
1	Legal and policy framework	<ul style="list-style-type: none"> <li>- Birth and death are not defined and the law does not support the neonatal death registration</li> <li>- Late and delayed registration of vital events are not clearly defined</li> <li>- The law is not specific on the registration for vital events occurring in institutions (e.g. Military, Air transport, Refugee camp or internally displaced people and orphanage)</li> <li>-The registration of divorces is not rendered compulsory</li> <li>- The law requires witnesses in declaring vital events to the civil registrar, yet an official declaration issued by relevant authority attesting to the occurrence of event can suffice, e.g. doctors certification of death.</li> </ul>	<p>Existence of the law No 32/2016 which governs Persons and Family. The law meets the international principles of a comprehensive CR system which are: Compulsoriness, Continuity, Universality and Permanence. This is linked to the Penal Code N° 01/2012/OL of 02/05/2012. There are sanctions in case of a breach.</p>	<p>In order to create a comprehensive CRVS system, the legislative environment requires improvement in relation to birth and death, late and delayed registration, registration of neonatal deaths, among some others, by aligning it to international standards</p>	<p>MINALOC, MINIJUST, NIDA &amp; RLRC</p>
2	Management and organization	<p>Most deaths occur in the community; most of which end up neither being registered nor cause-of-deaths being known.</p>	<p>The law provides for cemeteries to keep a register based on authorisation issued by Cell Executive Secretary to bury.</p>	<p>Enforce the law N° 11/2013 determining the organisation and use of cemeteries</p>	<p>Cell, Sector, District, MINALOC, MINIJUST, MIFOTRA</p>

No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
3	Management and organization	There is no permanent high level coordination mechanism among key stakeholders for Civil registration in Rwanda	<ul style="list-style-type: none"> <li>- There are mechanisms for coordination of ministries on social, governance and economic matters (Clusters).</li> <li>- Health system structure in place up to the lowest administrative level.</li> <li>- The Government of Rwanda is trying to ensure the continuity of civil registration activities by establishing a CR office in each Sector.</li> <li>- NISR has a unit in charge of vital statistics (Ref: Organisational structure)</li> <li>- All 416 Sectors have civil registrars (Ref: Organisational structure)</li> </ul>	<p>Establish CRVS coordination and management committees at National level:</p> <ul style="list-style-type: none"> <li>*High level coordination committee,(CLUSTER)</li> <li>*A CRVS Steering Committee comprising (PSs, DGs of Agencies, Development Partners)</li> <li>*A CRVS Core Team from Key Stakeholders</li> <li>*Establish a task force to coordinate CR at District level</li> </ul>	MINALOC, NISR, NIDA, MOH, MINECOFIN, MINIJUST
4	Management and organization	Civil registration activities from NIDA, NISR, MINIJUST and MOH are not integrated.	<ul style="list-style-type: none"> <li>- Existence of plan to modernize civil registration by NIDA</li> <li>- Existence of a National Strategy for Development of Statistics II which prioritise the strengthening of civil registration system by NISR</li> </ul>	<p>Integrate all plans with the CRVS strategic plan being developed and prioritise CR activities through District Performance-based contracts (Imihigo)</p> <p>Reorganize CRVS systems organisational structures, functions &amp; roles and responsibilities in key stakeholders, particularly NIDA and NISR</p>	NIDA, NISR, MOH, MINALOC, MINIJUST, Districts, MINECOFIN



No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
5	Management and organization	Isolated cases of persistent stock out registers and other CR books in some Districts	Districts have budget.	Districts should allocate adequate budget for civil registration activities and ensure timely procurement and supply of materials and forms.	Districts, MINECOFIN, RRA,
6	Resources / Infrastructures	Few sectors and health facilities in rural areas are not well equipped to conduct CR activities (e.g. Lack of adequate archiving space, office furniture, access to internet, etc.)	Sectors and health facilities provide conducive environment for civil registration in urban areas and most rural areas.	Standardize the level of CR services in all areas to the desired levels.	MINALOC, MOH, Districts, NISR, NIDA
7	Infrastructures	Some civil registration office and health facilities are not geographically easily accessible (Long distance travelled)	Most of local civil registration offices and health facilities are accessible.	Make civil registration accessible to all, by establishing new registration centres at Cell level, mobile registration services and any innovative possible approach.	MINALOC, MOH, Districts, NISR, NIDA
8	Human Resources	<ul style="list-style-type: none"> <li>- There is no continuous registration of events when the civil registrar is not in office for an extended period such as annual leave or sick leave.</li> <li>- The officer in charge of civil status is often swamped in activities other than civil registration related ones leading to only few days reserved for the registration office (inaccessibility to services)</li> </ul>	Civil registrar are civil servants	Adhere to existing arrangement (e.g. support from Mayor), filling vacant positions of governance officers in all Sectors and also consider recruiting or nominating additional staff to provide better civil registration service where necessary.	Districts, MINALOC, MIFOTRA,

No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
9	Capacity Building	Limited skills regarding vital events registration (No orientation training, record keeping, computer skills, and professional code of conduct...)	Civil servants structure is strong	Strengthen the capacity of civil registration staff and Health staff on Laws, IT, use of ICD; Develop standard operating procedures.	Districts, MINALOC, NIDA, NISR, DP, MOH, MINIJUST, NCBS, Universities
10	Forms and Materials	Registers are outdated and not in line with international standards. Size and formats are not user friendly and do not have anti-fraud measures.	Registers and forms are available	Forms and registers should be revised and aligned to international recommendations to the possible extent, with possibility of applying new technology	NIDA, NISR, MOH, MYICT, MINALOC, MINIJUST, Districts
11	Operational Processes and Practices - Certificates	The certification of vital events is not free.	Registration of vital events (Birth, Recognition and Death) is free of charge	Certification (first copy or extract of record) should be affordable to all.	MINALOC, NIDA, MINIJUST, MYICT
12	Operational Processes and Practices - Certificates	The identity given at birth is incomplete. Lack of Unique Identifying Number until 16 years old	Registration of vital events.	Unique identifying number should be given as part of birth registration process.	MOH, NIDA, MINALOC, NISR, MINIJUST, MYICT, NEC, BANKS, MINEDUC, RSSB
13	Operations: Processes and Practices	Inefficient registration process (same information captured in the several registers (e.g. web based application, HMIS, register of acts and Population register)	Registration of vital events.	Reform the CR business process and computerize, or use IT integrated solutions	NIDA, NSIR, MINALOC, MYICT, MOH, MIGEPROF, DP
14	Operations: Process and Practices	Strengths offered by health facilities and other stakeholders not exploited at the maximum level	High contact point between health system and the public.	Exploit existing high contact between health systems and the population to increase the births and deaths registration including CoD coverage.	MOH, NIDA, MINALOC, NISR, MYICT, DP,

No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
15	Operations Process and Practices	There are no mechanisms for recording causes of death in community unless when the dead body is reported to police and transferred to the hospital for autopsy.	Existence of systems to capture cause-of-death for community deaths	Implement the home based care practitioner and verbal autopsy project and similar initiatives; integrate it into the CRVS System.	MOH, NIDA, NISR, DPs, Police, Districts
16	ICT and Database management	Systems not interfaced working in parallel.	Existence of CRVS Web-based application software developed by local software experts, existence of national population registry and Health Management Information System (HMIS) and Irembo.	Upgrade the systems and integrate them and ensure ease access to all.	NIDA, NISR, MOH, MYICT, MINALOC, MINIJUST, Districts, RoL, DP
17	Storage and archiving	Poor standards of materials for storing and archiving of CR books (not protected from damage) and loss of civil registers	Legal Procedures for record amendment, correction, and declaration and restoration of disappeared civil status records are clearly laid out	Improve physical storage, restore all lost documents and develop digital backup for all CR documents	NIDA, NISR, MOH, MYICT, MINALOC, MINIJUST, Districts, RoL, DP, Judiciary
18	Advocacy, Communication and demand creation.	Awareness and educational programmes on registration of vital events are weak	Existence of efforts to sensitise communities to declare civil status events focusing mostly on birth and marriage (e.g. Dohora campaigns), Community Based Health Insurance, etc.	Initiate programmes on CRVS awareness and disseminate information using appropriate channels.	RSSB, Migration services, NIDA, DP, NSIR, MIGEPROF, MINEDUC, NEC, Banks, FBOs, NGOs, MOH

No.	Factors analysed	Weaknesses / gaps	Matched strengths	Recommendations/strategy	Stakeholder
19	Monitoring and Evaluation,	The surveys have not touched sufficiently all aspects of CRVS	<ul style="list-style-type: none"> <li>- User satisfaction survey conducted regularly by NISR</li> <li>- Rwanda governance review conducted on annual basis</li> <li>- MOH, MINALOC, NIDA, NISR Have been holding joint and regular supervision of CR activities</li> <li>- SDGs</li> </ul>	Improve the M&E to strengthen the CRVS systems.	NSIR, NIDA, MINIJUST, MYICT, RGB, MIGEPROF, MINALOC, MOH, Districts, DPs, Users

## 6.3 Vital Events Business Process Mapping

### 6.3.1 Birth Registration Business Process Map

The assessment involved the plotting of existing CRVS business processes for each vital event and analysing the efficiency and adequacy of different process flows as well as possible ways for improvement. The figure 4 below is an example of the current birth business process map. From a high-level study of the map, one can easily identify multiple completions of the registers and other related forms with the same basic information.

This is a bottleneck slowing the registration process and unnecessarily increasing the work load of the registrars in sector offices. Strategies and activities to improve this situation is one area to focus on and propose a desired or “To-Be” process. An in-depth study of each of the business process

**List of multiple registers and forms filled concurrently**

N°	Registration forms/books	Value/Function
1	Register of Acts of Birth	Legal
2	Register of Birth	Administrative
3	Register of Acts of Death	Legal
4	Register of Death	Administrative
5	Register of Acts of Marriage	Legal
6	Register of Marriage	Administrative
7	Register of Acts of Adoption	Legal
8	Register of Acts of Recognition	Legal
9	Register of other records	Administrative
10	Register of guardianship records	Administrative and legal
11	Population Registry Form	Administrative (for updating Population central database)
12	CRVS web-enabled Database	Statistical & Administrative

maps is critical for the development of an efficient strategic plan. The manual business process mapping of the current or “As-Is” CRVS process started in the workshop in Musanze. It was then refined after the field test of the tools. An expert from D4H facilitated the sessions on business process mapping with the Senior Adviser thus bringing added value to the proposed process mapping for Rwanda. The Bizagi open-source software was used to digitize the process maps.

#### **Notification of birth occurring in the health facilities**

The process of registration of birth starts when a child is born from a health facility then the medical staff who assisted in the delivery certifies birth occurrence by signing and issuing a written birth notification. In health facilities, the Health Management Information System is filled with aggregated data while the CRVS web based application is completed with individual data. Not all vital events are entered into these web-based tools due to mainly persistent lack of internet connectivity or staff weakness in some health facilities.

After receiving a medical birth notification, around 50 percent families go to sector office for registration within 30 days. The Sector has to validate or can update the information entered by health facilities in the CRVS web based application or can record information for births which did not happen or pass through the health facilities. In addition, after registering the birth, the Sector has to record the event in another web-based system called population registry. However, due to various constraints all sectors do not update and fill the required information in the both population registry and CRVS web based application.

#### **Notification of birth occurring in the community**

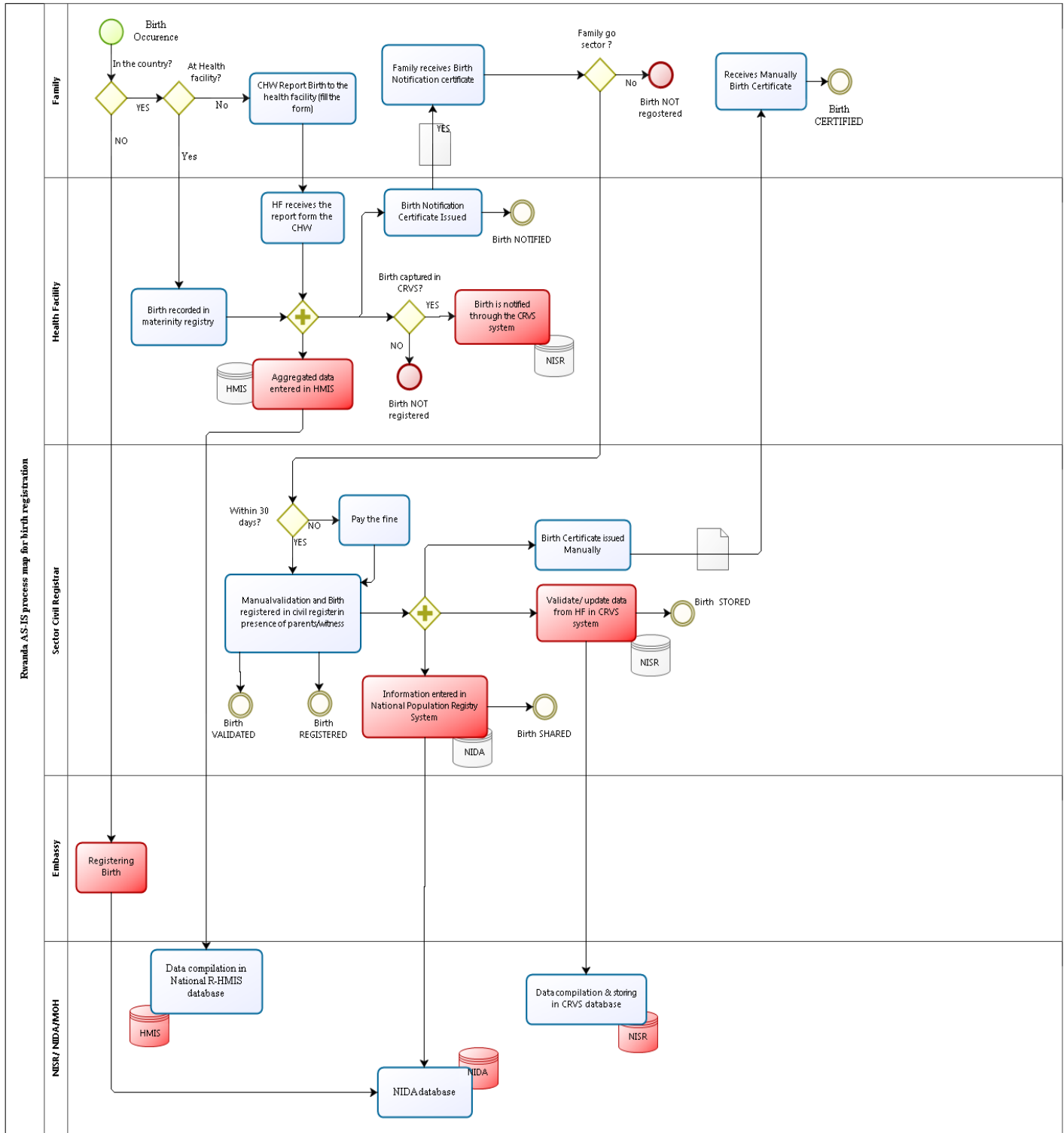
In case the child was born in the community, few births (less than 10 percent) occur in the community. The declaration or notification of the event to local civil registrar is made upon presentation of a birth notification issued by the village management committee and the cell executive committee. The CHWs also play role in sensitizing mothers to report with their new babies to the health centre for post natal care and immunisations.

If the child is born to an inmate, the director of a prison must declare the birth of the child born in the prison of which he/she is Director with the civil registrar of the place of location of the prison, in consultation with the child's mother. The declaration is then taken to civil registrar and then the similar process described above is followed. Any person who finds an abandoned newborn child whose father and mother are unknown, is bound to declare its birth within thirty (30) days with the civil registrar of the place where the child was found.

#### **Registration of birth occurring in the foreign countries**

The vital events occurring in the foreign countries are to be registered by Rwandan embassies. However, this is not widespread practice and some Rwandan families find themselves obliged to register such vital events back in Rwanda, at Sectors. All registrations of birth events done after 30 days of birth are fined in accordance with the law. All tasks or processes with bottlenecks are presented in a red box or are numbered. They need special attention in order to improve birth registration business process.

Figure 4: As-Is or current process map of birth registration



## 6.3.2 Business process map for death and cause-of-death registration

### Deaths in the Community

The procedure to be followed when a death occurs at home is that when the death is suspected to be unnatural, the police is alerted and then the latter takes the corpse to the hospital for a post mortem and issue a medical notification of death. With a death notification, the burial permit can be obtained from the cell authorities and the body is buried. This process is not however followed especially in rural communities; when the death occurs at home, without suspect of a foul play, some families bury the dead body in their home, few bury in the public cemetery with or without a burial permit. It was found during field visits that all cemeteries do not record the persons buried there<sup>20</sup>.

For natural death occurred in the community, the declarant is to bring the declaration made by the authorities of cell of the place of death to sector office for registration. The written declaration is granted by the Executive Secretary of the Cell on receipt of a document confirming the death issued by at least 2/3 of members of the Executive Committee of the Village. Nonetheless in discussions with the residents in various corners of the country, they informed that such document confirming death occurred in the community is given after a written declaratory statement of 5-10 people who participated in the burial of the deceased. A burial permit is granted on presentation of a written medical notification of death or written official statement from the members of the executive committee of the village. Most deaths (more than 60 percent) occur in the community; most of which end up neither being registered nor cause-of-deaths being known.

### Deaths in Health Facilities

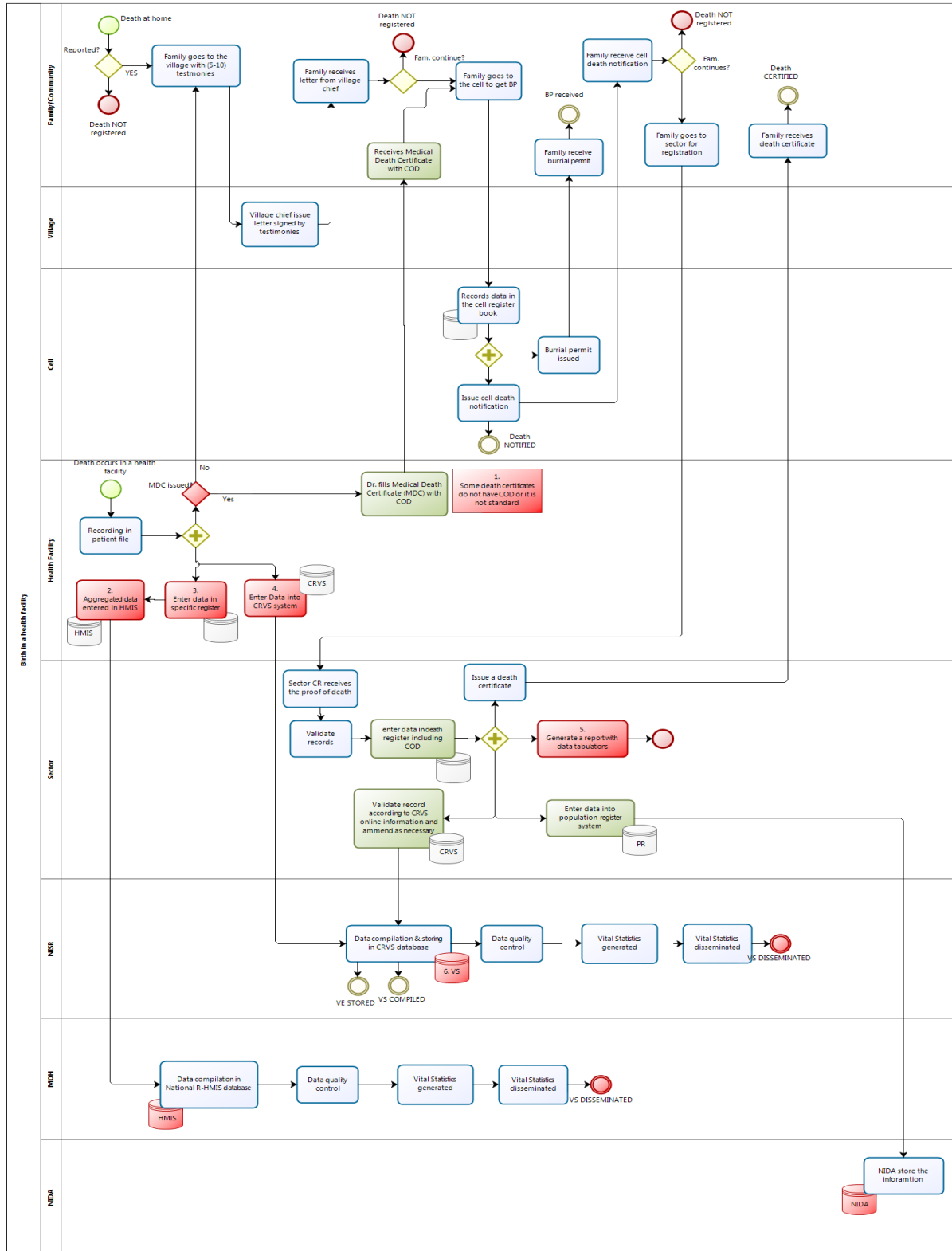
For death occurring in health facilities the medical staff who supposedly was last in attendance when death occurred issues to the deceased heirs a written notification of death. One should expect to find the deceased's name, date of death, cause-of-death, doctor's name and date of issue of the document. Upon provision of this medical document, the declarant should proceed to register the death at the sector office; however only few deaths (30 percent) reach the sector office for registration. The cause-of-death on the medical notification is mostly recorded as short illness or long illnesses as it was observed in the field, which contradicts with internationally accepted ways of reporting cause-of-death. In health facilities, the Health Management Information System is entered with aggregated data while the CRVS web based application is completed with individual data. Not all vital events are continuously entered into these web-based tools due to mainly persistent lack of internet connectivity or staff faults in some health facilities. In addition, after registering the death and validating the information entered by health facilities in the CRVS Web-based application, the sector has to record the event in another web-based system called population registry. However, due to various constraints all sectors do not update and fill the required information in the population registry and the CRVS web based application.

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<sup>20</sup>Law N° 11/2013 of 11/03/2013 on use and management of cemeteries (Art.8)



**Figure 5: As-Is or current process map of death registration**



### 6.3.3 Business process map for marriage registration

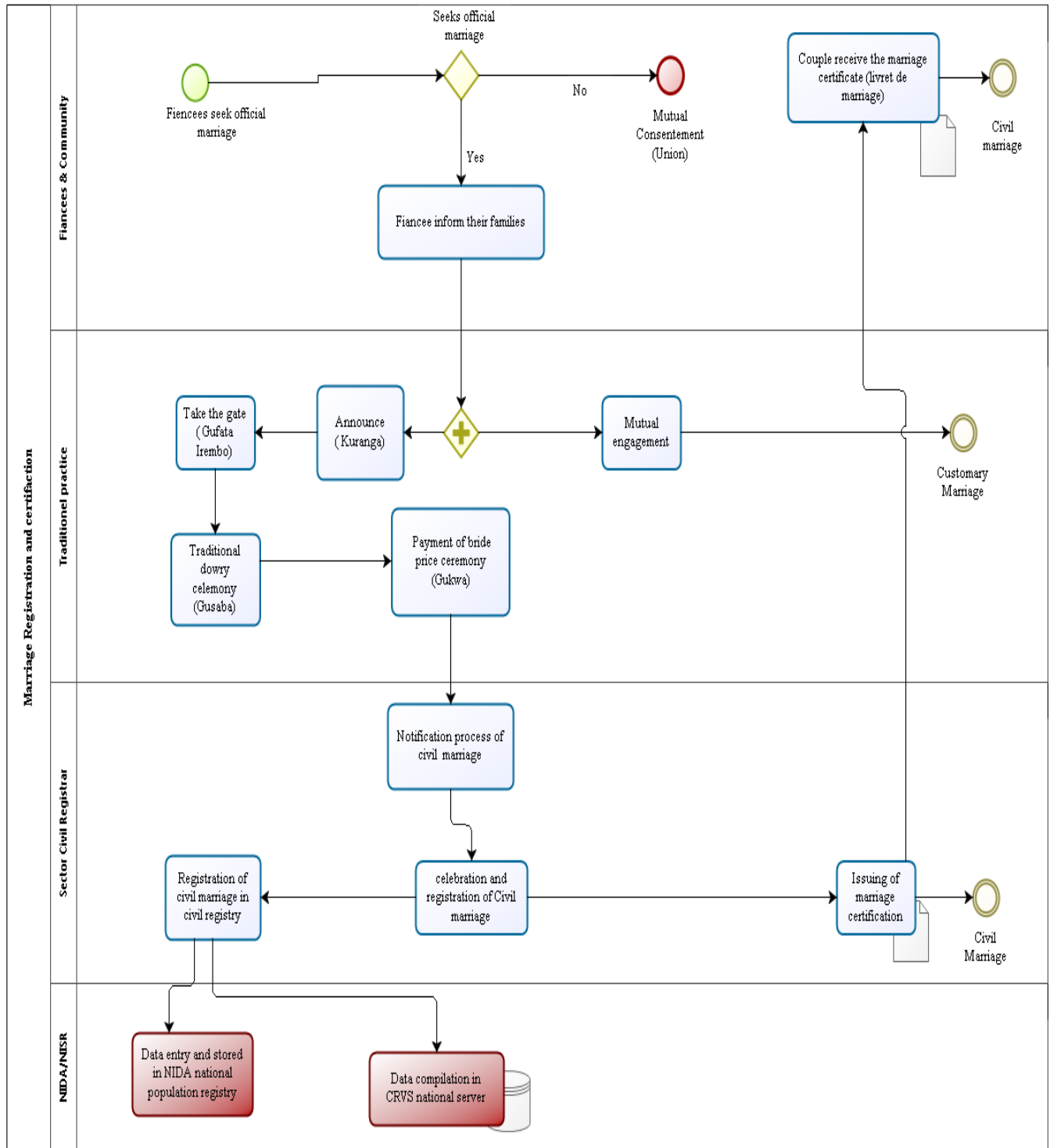
Marriage registration like any other vital events is governed by the organic law N° 32/2016 of Persons and Family. The law recognizes traditional pre-marriage ceremonies. These ceremonies legally recognized are essentially: The preliminary engagement ceremony that brings together families of the fiancés (Kuranga no gufata irembo literally meaning to announce and take the gate); the ceremony of engagement and payment of bride price (Gusaba no gukwa literally meaning to ask and payment of dowry). But the law further underlines that the validity of marriage is not conditional on the payment of bride price or traditional pre-marriage ceremonies.

The law provides that when a couple wants to marry, both parties to the intended marriage will bring the following documents: certificate of births, certificate of celibacy or extract of death certificate of the former spouse or extract of judicial decision of divorce or annulment of the former marriage. After verification of the documents the civil registrar and the intending spouses agree with the civil registrar on the date and time he/she will officiate at their marriage. Seven days before celebration of the marriage, intending spouses must be taught by the civil registrar about types and effects of matrimonial regimes. The registrar announces the marriage by posting a notice at the office of the residence or domicile of the intending spouses and that of the intended location for the celebration of marriage at least twenty (20) days prior to the marriage celebration.

After the end of notice period if no caveat has been entered, the intending spouses accompanied by a representative from each family and by two (2) adult witnesses and enjoying all civil rights appear all together before the civil registrar to celebrate the marriage after choosing matrimonial regime. Marriage is instantly registered and certified by an act of marriage certificate or “*Livret de Marriage*”.

It is worth noting that the consensual cohabitation (unions) and forms of marriages other than those solemnized by a civil registrar (monogamous) are not accepted by law and thus not registered; nevertheless such marriages are frequently taking place. Due to different reasons most sectors neither update regularly the population registry with change of civil status nor do record the events in the CRVS Web-based application.

**Figure 6: As-Is or current process map of marriage registration**



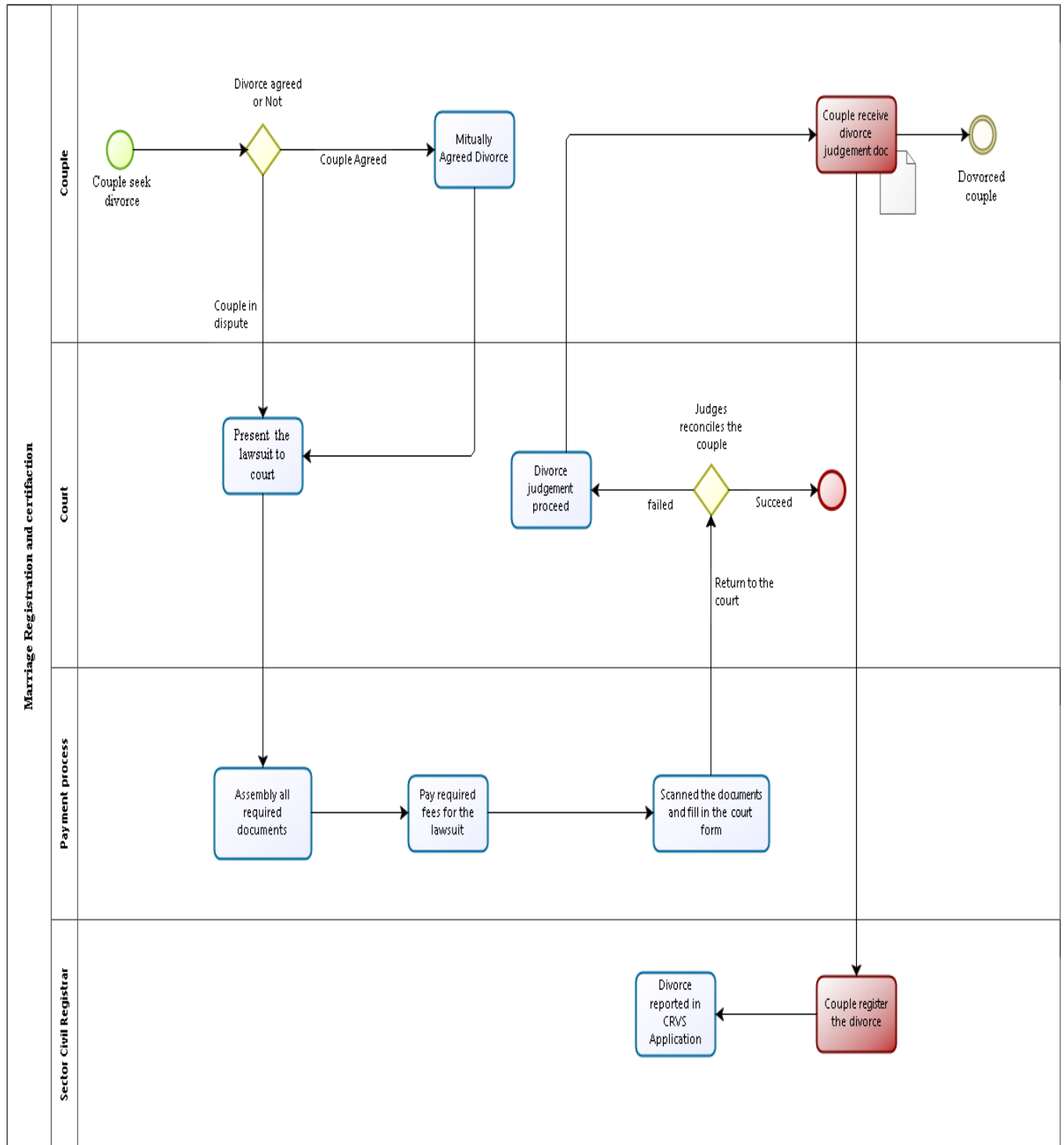
#### **6.3.4 The current business process map for divorce registration**

In case of unsettled disputes between the wife and husband, one (petitioner) pays all dues and files a suit electronically. The court serves the respondent with the suit. The respondent is given 14 days within which to appear with petitioner to be given the day for the hearing of the case. The petitioner is invited to bring reasons for divorce. If the judge finds reasonable grounds in the lawsuit, he/she grants the divorce. Recordings of divorces cases are done in the book kept by courts and signed by the judge and registrar of the court.

In most cases the pronouncement of judgment during a divorce proceeding ends the process. However, in case the petitioner wants a certificate of divorce he/she may go for registering the divorce at sector. The Copy of judgment will be pasted in the register of marriage.

At the sector, the process of registering a divorce is not clear as there are no special forms for that purpose. There is no clear linkage between the court and the sector office, which would compel the courts to notify all divorces to the sector office for registration.

**Figure 7: As-Is or current process map of divorce registration**



### 6.3.5 Business process map for producing vital Statistics from civil registration

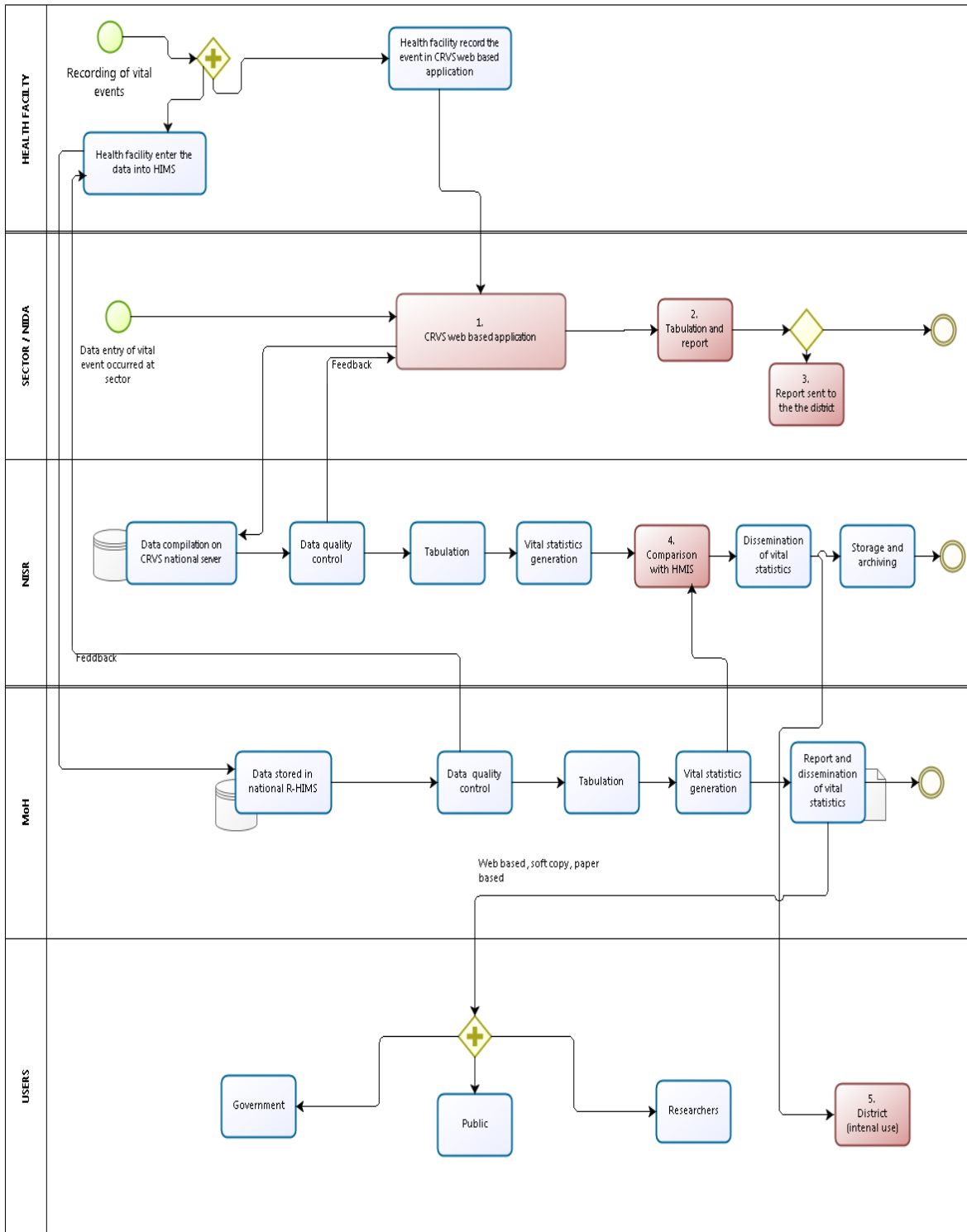
Vital events are registered at sector level through CRVS web-based application, the NISR is immediately served with data from all local registration offices in the country. However due to reasons previously pointed out, not all sectors complete regularly the CRVS web-based application (**ref:** the Business Process Map (BPM), box numbered 1). Neither the sectors nor the districts are able to do simple analysis of data stored in the CRVS web-based application in order to learn from their ongoing businesses and take corrective measures as deemed necessary (**ref:** BPM, box number 2 and 3).

There is no standard and simple tabulation plan that can guide the sectors and districts to conduct such analysis. The health facilities through the Health Management Information System (HMIS) report all vital events on a regular basis<sup>21</sup>. The data for HMIS are collected through a combination of paper and electronic procedures. Unlike sectors, health facilities do some basic analysis of the HMIS data and share reports internally. The Ministry of Health receives data through HMIS from all health facilities and does analysis, and feedback is sent to health facilities and districts (Director of Health). However all these CRVS systems are not synchronized and work in parallel.

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<sup>21</sup> Information related to fetal death, neonatal death is reported in HMIS. The new laws N° 32/2016 OL does not recognize fetal and neonatal deaths as civil status to be reported to the civil registrar.

**Figure 8: As-Is or current process map for vital statistics system**



## **6.4 Proposals on how to improve the current vital events business process mapping**

Clear operational guidelines should be developed to support and guide all the different levels involved in the process. The guidelines need to highlight relevant laws, elaborate the registration processes, and describe how to conduct a simple analysis of the data stored in the CRVS Web enabled tool in order to learn from the on-going businesses and take corrective actions as deemed necessary. With such guidelines, District Mayors may be required to ensure quality assurance and control of civil registration activities in their area of jurisdiction.

### **Birth**

In order to reduce the burden of the citizenry by exploiting their high contacts with the health system, an integrated CRVS web-based application system should be developed and health facilities strengthened to use it to record all births. The few births occurring outside health facilities should be reported by CHWs and recorded during post-natal care and immunization. The current CRVS Web application has to be redesigned and modernized to integrate and link with all other identification systems such as the population registry, the HMIS and Irembo platform. Any event occurring within or outside health facilities should be registered and reported to the nearest competent civil registrar who will automatically validate it via the web system without delay.

The declarant would leave the health facility after having provided all the information required for the registration of civil status and having received a confirmation document stating that the notification of the vital event has been recorded. The confirmation can be a piece of paper, in the form of a text message on a mobile phone or any other suitable innovative approach. The declarant can submit it to the civil registrar to obtain the civil status certificate if he / she need it. The same web-based system will be accessed by ambassadors in foreign countries to register vital events for Rwandans living abroad.

### **Death**

The registration of deaths in health facilities will be improved by the new mechanism mentioned above. In addition, since most deaths (60 percent) are currently occurring in the community, the cemetery management law should be strengthened to oblige the population bury in public burial sites. A cemetery manager may need to be hired in all Sectors and Cells to record all deaths that are buried there. All health facilities have to be trained on how to determine causes of death using the International Classifications of Deaths. Implementation of Home based-care practitioners and verbal autopsy projects is very important to document deaths and probable causes of death in the community.



## **Marriage and divorce**

An integrated and modernized CRVS web-based application allows Sector offices to record all changes in civil status on time as they occur. Marriages are solemnized by Sector's Executive Secretaries.

Divorces are settled by the courts. After the court decision granting the divorce, the petitioner should be required to go to the registry office to register the event. The new CRVS web application could link the civil registry office and the courts so that each divorce pronounced is registered.

## **6.5 Contents of vital events registers and forms**

Civil registers and forms available in the sectors do not strictly conform to internationally agreed standards to capture important aspects of the individual's characteristics.

The register of act of birth under the new Ministerial Order N<sup>o</sup>001/07.01 of 23/10/2016 contains only 54 per cent of the UN high-priority items to be collected for birth registration. The content of the maternity register in health facilities differs completely from the register of the act of birth in the Sector. The register of the act of death contains 55 per cent of the priority topics of the UN; and there is no uniform form of death certificates and cause of death because they differ Sector by Sector and do not conform to the form recommended by WHO.

The register of act of marriage contains all the variables of high-priority recommended by the UN. Rwanda's civil registration laws are silent on the contents and forms of books relating to the registration of divorces. The comparison of the contents of civil registers with UN recommendations is given in annexes 1 to 3.

## 7. DEMAND FOR CIVIL REGISTRATION

Civil registration and vital statistics is multidisciplinary and multi-sectoral in nature and thus involves a wide range of stakeholders at any point in time. Its level of completeness is determined by both supply and demand factors. Institutions which require CRVS products constitute the demand which is needed to contribute to the state of the supply of registration services. In other words, unless the birth, death, marriage and divorce certificates are required to obtain some immediate services, registration will be postponed if it requires some much effort, until it can no longer be delayed or just becomes unnecessary. The institutions that enhance the delivery of registration products and services are mainly decentralized entities, health sector, police service, MINALOC, MINIJUST, NIDA and others that play a role in bringing registration close to the communities.

Other institutions should play some role in providing a strong basis for people to register their civil status events. They have an incentivizing function for civil registration, i.e RSSB, passport services, Education services, security services, National Electoral Commission, Banks, insurance companies, NISR. Most of government institutions, particularly local government institutions play both role of supply and demand. The level of knowledge and appreciation for the registration needs and requirements, the various purposes that the registration products serve and the cooperation between the institutions that supply registration services and those that require registration products are important enhancing factors for the demand side for the registration.

This section examines the current levels of uses for the registration products and reviews the institutions that have the potential for affecting the demand for civil registration by requiring registration certificate for the service and product they deliver.

**Table 4: Potential factors for increasing demand for CR Certificate**

Certificate	Demanding Institution	Reason for demand
Birth, Marriage	Judicial service	During settling divorce and succession petitions
Birth	Nursery Schools / Education services	The demand for a birth certificate is a mandatory requirement by MINEDUC. However, in instances where a child does not have a birth certificate, a baptismal card, medical attestation of birth is used instead of a birth certificate.
All certificates can be required	Rwanda Directorate of Immigration and Emigration	The birth certificate is used as proof of identity before giving a passport to children under 16 years old. Other certificates of Act can also be needed to prove the civil status. <sup>22</sup>
All certificated can be required	RSSB and Insurance companies	During first enrolment and claiming for insurance benefits (e.g When one of the spouse must be paid retirement benefits). For example RSSB is currently embarking on biometric registration, and fresh

<sup>22</sup> <https://www.migration.gov.rw/index.php?id=83>

Certificate	Demanding Institution	Reason for demand
		registration under biometric system requires people to present a birth certificate or other identity documents <sup>23</sup> .
Marriage, Death and Divorce certificates	Banks	Required in case of settling deceased's loans
All certificates	RNRA	During registration of land titles
Birth, Death, Marriage or Divorce of spouse	Embassies of other countries accredited in Rwanda	When looking for immigrant visa for instance <sup>24</sup>
Death	Sectors, Cells, Police	During the transportation of the corpse from one district to another
Birth certificate	NIDA	The birth certificate should ideally be the entry point for people to be entered into the National Population Registry. However the current practice does not strictly follow this approach.
Divorce	Districts / Sectors	Before remarriage
Birth certificate	UNHCR	Refugees family reunification <sup>25</sup>
Death certificate	NEC	NEC needs death registration to purge the deceased from electoral list.

The demand side of civil registration is influenced by the level of knowledge and appreciation for the registration needs and requirements, the various purposes that the registration products serve, and the cooperation between the institutions that supply registration services and those that require registration products.

In brief, it was found out that the legal requirement for demanding civil status certificate is very weak. The demand for civil registration services and products is very much limited to the individual who may need a certificate of their own birth, marriage or divorce, or relative's death as a requirement for some administrative processes.

<sup>23</sup> <http://www.rssb.rw/content/claims-benefit>

<sup>24</sup> [https://rwanda.usembassy.gov/immigrant\\_visas.html](https://rwanda.usembassy.gov/immigrant_visas.html)

<sup>25</sup> <http://ec.europa.eu/dgs/home-affairs/what-is-new/public-consultation/2012/pdf/0023/famreun/internationalorganisationssocialpartnersngos/unhcr.pdf>

## 8. CONCLUSIONS AND RECOMMENDATIONS

The comprehensive assessment of the Rwanda Civil Registration and Vital Statistics systems has been conducted within the framework, principles and guidelines of the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics, which is guided by the policy directives of the Conference of African Ministers responsible for civil registration, in September 2012 and February 2015. The African Ministers adopted a set of resolutions committing their respective governments to doing whatever is required to modernize their civil registration systems and maximize their functionalities and efficacy. The Ministers however acknowledged that meaningful and sustainable change would be based on a prior complete understanding and knowledge of the current state of the civil registration system, obtained through a comprehensive assessment, which all countries are expected to undertake.

The United Nations guidelines for developing a civil registration system identify the functions of civil registration as being threefold, which lead to: legal, administrative, and statistical outcomes. Unless civil registration is operated in a full function mode, these benefits will be elusive. In Rwanda, although many efforts have been deployed by the NISR and NIDA in the attempt to develop a result-oriented CRVS, the system has not received the necessary pragmatic and dedicated attention, and therefore not a single one of three dimensions has shown significant progress.

The first area of functionality which is legal documentation has been underperforming with only 56 percent less than five years of age being registered and only 2.7 percent of the registered ones have birth certificate. These records are however not being fully utilized by the government for its administrative or social services delivery processes, which would have enhanced the value of registered civil events. Thus, despite increasing knowledge about civil registration, the demand for civil registration products is very much limited to the individual who may need a certificate of their own birth, marriage or divorce, or relative's death as a requirement for some administrative processes. As a result, the administrative function of civil registration remains substantially under-evolved.

The findings from the comprehensive assessment suggest that change is not only necessary, but also must be accelerated in order to give institutions, such as National electoral Commission, Health Insurance and Social Security Board, Banking, Ministry of Education and other institutions in various areas of good governance a good chance of success in meeting the aspirations for which they were established.

### Overview of key Findings

#### a) External environment scanning

The analysis of the external environment has revealed various opportunities that the system has to be aware and take advantage of, such as the increasing recognition of the importance of CRVS system at global, regional and national levels as an essential underpinning of Agenda 2030, Africa Agenda 2063; Development partners' supporting will and the computerization of the Rwanda Government machinery as a tool which is being promoted to capitalize on advance in Information Communication Technology, including use of hand held devices, mobile telephones and applications to the lowest geographical levels.

It also worth important to devise measure to cope with risks or threats that would slow down the system success such as Government budgetary constraints leading to depending on external funding for CRVS activities and the potential power supply interruptions with Internet connectivity unstable in some areas of the country.

## **b) Internal environment scanning**

### **Policy and legislative environment**

Civil registration in Rwanda is essentially governed by Law n°32/2016 governing natural persons and family as well as relations between them. This law has come into force very recently since September 2016 after more than five years of the revision of the earlier law n° 42/1988 of 27 October 1988. The current law meets the international principles of a comprehensive civil registration system which are: Compulsoriness, Continuity, Universality and Permanence. In addition, it is linked to the Penal Code N° 01/2012 for sanctioning all civil registration related unprofessional conducts. However, some weaknesses were identified: (i) birth and death are not defined in line with international recommendations; (ii) Late and delayed registration of vital events are not clearly identified; (iii) the law does not allow the registration of death occurring immediately after live birth (neonatal death); (iv)The law is not specific on the registration for vital events occurring in institutions (e.g. military, air transport, refugee camps or internally displaced people, orphanages, etc.); and (v) existing specific provisions do not make registration of divorces compulsory; (vi) the law requires additional witnesses in declaring vital events occurring in health facilities to the civil registrar, yet an official declaration issued by relevant authority attesting to the occurrence of event can suffice, e.g. doctors certification of death or birth.

The law N° 11/2013 determining the organisation and use of cemeteries is not enforced due to, among other things, the vague instructions on the authorization process for burials, e.g. burial permit is issued by Cell authorities before the registration is done at the sector. The implication is that death registration is not enforced therefore could continue to be unacceptably low. There are no guidelines on divorce registration and details about characteristics of the parties involved. Since there is no register of acts of divorce, the information is recorded in the register of marriage. There is no direct administrative linkage between the courts and sectors.

### **Management and Organisation**

The organizational setup of the registration systems in principle covers the following three levels:

**a) National level:** the Ministry of Local Government was assigned, in the recent cabinet reshuffle of October 2016, to officially assure supervisory responsibilities of Civil Registration in Rwanda replacing Ministry of Justice. Such responsibilities were put under the Directorate General of Territorial Administration and Good Governance. The National Identification Agency is legally responsible for Civil Registration in Rwanda. The efforts invested by the Agency in civil registration need to be more augmented greater than before because the primary focus has been to concentrate on the population registration which basically should have been an immediate output of an improved civil registration system.

**b) District level:** Districts are responsible for making follow up on civil status services provided in sectors. The mayor is the overall civil registrar in his/her district.

c) **Sector level:** A sector is run by an executive secretary and supported by several other employees including an officer in charge of civil status doubling as the notary. The sector is responsible for delivering civil status related services which are not delivered by the cell. The sector executive secretary is the local civil registrar. Even though these administrative levels are in place, there is no formal or visible coordination mechanism among them. This finding is in consonance with outcome of the consultative meeting on civil registration organized by the Network of Rwandan Parliamentarians on Population and Development on 25 December 2015.

**Resources:** Although Rwanda's civil registration is a permanent system, the continuity of access to registration services is severely constrained by the overloading tasks of officers in charge of civil status in Sectors, shortage of registration materials, and lack of transport facilities to undertake the mobile registration exercises for hard to reach areas or groups.

**Registration tools and quality assurance:** The registers and forms are available in all civil registration offices but do not conform to international recommendations and concepts. Their physical quality is appalling because of inadequate storage arrangements. There are no special features of security, such as bar coding, and can therefore be easily forged. In many Sectors, completed records have not been signed by the Civil Registrar since 2008 thus rendering the records invalid and hence they don't have any legal value. The legislation nevertheless stipulates that civil status records must be signed the same day they are drawn up. Because of the lack of control, this stipulation of the law is very often not respected in most registration offices.

**Operations – Processes and Practices:** Health facilities are critical for the efficient and complete registration of births and deaths. However, the high contact point between the health system and the public is not exploited at the maximum level to increase registration of all births and deaths occurring in health facilities.

**Recording and Processing of Cause-of-death:** Cause of death (CoD) is not meticulously completed on the forms. Not only practice of death registration is generally low, but also most of the records do not have accurate information on CoD. Medical officers are not trained on how to properly complete the medical certification section of the forms and use international classification of diseases. The practice of verbal autopsy is not well-known. The health facilities seem not to be aware of the WHO short form for recording CoD. There is practically no credible source for compiling statistics on CoD.

**Database management and utilization:** The current main databases existing in the CRVS systems are the CRVS web-based application system, Health Management Information System (HMIS) and the National Population Central Registry. All of them work in silos.

### **Main Recommendations**

There is ample political will and support in Rwanda that is conducive for establishing a well-functioning CRVS system. Effective political will and leadership should not only recognise the importance of CRVS but, should also manifest in sufficient financial support to CRVS; enforcement of the regulations regarding the use civil registration products and services, e.g. Birth certificate should be regarded as the sole basis for individuals' identity and validating date of birth. Investing in CRVS yields great dividends, but the cost of indifference is high. The following are some key recommendations that would help to improve the current systems at a reasonable cost and in few years:

- i) **Enabling legal and policy environment:** In order to create a comprehensive CRVS system, the legislative environment requires improvement in relation to birth and death, late and delayed registration, registration of neonatal deaths, among some others, by aligning it to international standards. It is highly recommended to establish, with strengthened legal framework, solid linkages between civil registration and other various national systems, and interoperability of CRVS databases and other management information systems such as National Population registry, CRVS Web-based application system, HMIS, Irembo platform.
- j) **High-level coordination and oversight mechanism:** Putting in place an appropriate institutional coordination mechanism that brings on board key stakeholders involved in civil registrations processes, the production and use of vital statistics and establish a high level and District level oversight and guidance committee.
- k) **Restructuring CRVS key institutions:** Reorganize CRVS systems' organisational structures, functions & roles and responsibilities in key stakeholders, particularly NIDA and NISR.
- l) **Re-engineer the civil registration business processes:** Eliminate duplication of efforts on current paper-based registration thus reducing the waiting time for the public; and harness the efficiency from computerization of the CRVS and identification management systems through integrated solutions, interoperability and definition of clear standards.
- m) **Financing of CRVS:** Prioritising CRVS programme by making it as part of line ministries and districts performance contracts (IMIHIGO).
- n) **Recording of cause-of-death:** Ensure that each death in health facilities has its causes determined and recorded in accordance with WHO guidelines; and the application of verbal autopsy for community deaths until all deaths occur in health facilities. Collecting reliable data on major diseases will help identify the major killings for appropriate corrective and preventative measures.
- o) **Capitalize on low hung fruits:** Activating the law on burials where districts, sectors and cells organize cemeteries in incremental phase approach would bring a profound increase in death registration in a short time, thus enabling the country meet the monitoring requirements of many of the SDG targets.
- p) **Enhancing statistical quality of data and standards:** Improving quality of registration information by analyzing statistics from civil registration regardless of the level of completeness as a means to establish the state of the system and improve its development.

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4. Law N°54/2011 relating to the rights and the protection of the child
5. Law N° 86/2013 establishing the general statutes for public service
6. Law N°43/2011 establishing the National Identification Agency and determining its mission, organization and functioning
7. Law N°83/2013 establishing the Bar Association in Rwanda and Determining its Organization and Functioning
8. Law N°86/2013 establishing the General Statutes for Public Service
9. Presidential Order N°105/01 determining the organisation and functioning of the administrative organs of the Village
10. Presidential Order 170/01 determining the responsibilities of the Executive Secretary of Cell
11. Prime Minister's Order N° 40/03 determining the mission, functions, organisational structure and summary of job positions of the Ministry of Justice/ Office of the Attorney General
12. Presidential Order N° 57/01 determining the structure and functioning of Village, Cell and Sector
13. Law N° 14/2008 of 04/6/2008 governing registration of the population and issuance of the national identity card
14. Organic Law N° 01/2012/OL instituting the penal code
15. Law N° 03/2013/OL of 16/06/2013 repealing Organic Law n° 08/2005 of 14/07/2005 determining the use and management of land in Rwanda
16. Law N° 11/2013 determining the organisation and use of cemeteries
17. Law N°32/2016 of 28/08/2016 governing persons and family
18. Ministerial Order N° 001/07.01 determining the number, types, formats and use of civil status registers
19. Law N° 87/2013 of 11/09/2013 determining the organisation and functioning of decentralized administrative entities
20. Ministerial order n° 012/07.01 of 17/07/2008 determining the characteristics of the national identity card and the amount contribution towards the cost of the identity card
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27. Health Sector Strategic Plan III 2013-2018

## ANNEXES

### Annex 1. Contents of birth registration record: Rwandan case and UN recommendations

The matrix below depicts the information that is required by Rwandan civil registration to be collected on birth, death and marriages events and of the persons directly concerned with it. The Rwanda civil registration laws do not provide for type, content and format of register of act of divorce. If the divorce is granted by the competent court, the concerned party takes the court judgment to the civil registrar. The divorce will be recorded in the registrar of act of marriage and birth.

These variables are presented along with the international recommendation of list of topics that may be investigated for each of these events. According to the UN (2014), the higher priority topics, indicated in bold typeface, are designed to constitute an immediate goal, while those not so indicated constitute a less urgent goal.

#### Contents of birth registration record: UN recommendations and Rwandan case

- X : UN recommended core topics to be collected in CR;  
 + : UN suggested additional topics to be collected in CR  
 J&A : Information required for judicial and administrative purposes only

Topic/ Variable	Recommend ed by the UN	Required by the Ministerial Order N <sup>o</sup> 001/07.01 <sup>26</sup>	Register of acts of birth (current)	Population register	CRVS Web based application	Attestation de naissance
<b>I. Characteristics of the Birth</b>						
Name of the child	J&A	X	X	X	X	X
<b>Date of birth</b>	<b>X</b>	X	X	X	X	X
<b>Date of registration</b>	<b>X</b>	X	X	X	X	
<b>Place of birth</b>	<b>X</b>	X	X	X	X	X
<b>Place of registration</b>	<b>X</b>	X	X	X	X	
<b>Types of birth (single or more)</b>	<b>X</b>					
Qualification of birth attendant	+					
Type of place of birth (hospital, home, etc.)	+	X	X		X	
Type of medical	+					

<sup>26</sup>This Order determines the number, types, formats and use of civil status registers.

<b>Topic/ Variable</b>	<b>Recommend ed by the UN</b>	<b>Required by the Ministerial Order N<sup>o</sup> 001/07.01<sup>26</sup></b>	<b>Register of acts of birth (current)</b>	<b>Population register</b>	<b>CRVS Web based application</b>	<b>Attestation de naissance</b>
assistance received at birth						
Registration number		X				
<b>II. Characteristics of the Newborn</b>						
<b>Sex</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
<b>Weight at birth</b>	<b>X</b>					
Child citizenship		X	X	X	X	
<b>III. Characteristics of the Mother</b>						
Name of the mother	J&A	X	X	X	X	X
<b>Date of Birth</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
<b>Marital Status</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>		
<b>Educational attainment</b>	<b>X</b>					
Citizenship	+	X	X	X	X	
Religion						
Economic status	+					
Usual Occupation	+	X	X	X	X	
<b>Place of usual residence</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
<b>Duration of residence in usual place</b>	<b>X</b>					
<b>Place / country of birth</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
Place of previous residence	+					
Date of last menstrual period of the mother	+					
Number of prenatal visits	+					
Month from which pregnancy prenatal care began	+					
<b>Children born alive to mother during her entire life time</b>	<b>X</b>					

Topic/ Variable	Recommend ed by the UN	Required by the Ministerial Order N <sup>o</sup> 001/07.01 <sup>26</sup>	Register of acts of birth (current)	Population register	CRVS Web based application	Attestation de naissance
Children born to mother during her lifetime and still living	+					
<b>Foetal deaths to mother during her entire lifetime</b>	<b>X</b>					
<b>Date of last previous live birth</b>	<b>X</b>					
<b>Date of marriage</b>	<b>X</b>					
Personal identification number (ID)	J&A	J&A				
<b>IV. Characteristics of the Father</b>						
Name of the father	J&A	X	X	X	X	X
<b>Date of birth</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
<b>Marital status</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
<b>Educational attainment</b>	<b>X</b>					
Citizenship	+	X				
Religion						
Economic status	+					
Usual occupation	+					
<b>Place of usual residence</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	
Duration of residence in usual (present) place	+					
Place of previous residence	+					
Place of birth	+					
Personal identification number (ID)	J&A	J&A				
<b>V. Characteristics of the Declarant (UN term - Informant)</b>						
Name of the declarant	J&A					
Relationship to the child	J&A					
If declarant is an						

<b>Topic/ Variable</b>	<b>Recommend ed by the UN</b>	<b>Required by the Ministerial Order N<sup>o</sup> 001/07.01<sup>26</sup></b>	<b>Register of acts of birth (current)</b>	<b>Population register</b>	<b>CRVS Web based application</b>	<b>Attestation de naissance</b>
institution, name of the institution						
Place of usual residence	J&A					
Documentation presented by declarant	J&A					
Medical certificate issued by physician or midwife	J&A	X	X			
Names and individual identification numbers of witnesses to the events	J&A	X	X			
Signature of informant and local registrar	J&A	X	X			
Space for complementary notations (marginal space) and remarks for official stamps	J&A	X	X			X
Personal Identification number (ID)			X			X
Place of issuance						X
Date of issuance						X
Amount for the paid fee						X
Names and signature of accountant						X

## Annex 2. Contents of death registration record: Rwandan case and UN recommendations

- X : UN recommended core topics to be collected in CR;  
 + : UN suggested additional topics to be collected in CR  
 J&A : Information required for judicial and administrative purposes only

Topics/ Variables	Recommend ed by the UN	Required by Ministerial Order N <sup>o</sup> 001/07.01	Register of acts of Death (Current)	Population register	CRVS Web based application	Attestation de décès
<b>I. Characteristics of the Death (Event)</b>						
Date of death (occurrence)	X	X	X	X	X	X
Registration number		X	X			X
Date of registration	X	X	X	X	X	X
<b>II. Geographic Characteristics</b>						
Place of death	X	X	X	X	X	X
Place of registration	X	X				
<b>III. Other characteristics</b>						
Cause of death	X	X	X	X	X	X
Whether Autopsy findings were used to establish cause of death	X					
Pregnancy related death (for females)	X					
<b>Certifier</b>	X					
Attendant at birth (for deaths under one month)	X					
Type of place of death (home or hospital)	X	X			X	
<b>IV. Characteristics of the decedent</b>						
Name	J&A		X	X	X	X
Personal Identification Number	J&A				X	
Date of birth	X		X	X	X	X
<b>Sex</b>	X	X	X	X	X	X
<b>Marital status</b>	X					

<b>Date of Marriage</b>	<b>X</b>					
Children born alive to mother during her entire life time (females)	X					
Children born to mother during her entire life time and still living (females)	X					
Educational attainment	X					
Citizenship / Nationality	X	X	X	X	X	
Religion						
Whether birth was registered (for deaths under 1 year of age)	X					
Born in wedlock (for deaths under 1 year of age)	X					
Economic status	X					
Usual occupation	X				X	
Place of usual residence	X	X			X	
Place of previous residence	X					
Place of birth	X					
Marital status	J&A					
<b>V. Characteristics of the Father</b>						
Name of the father		X				
Age		X				
Place of residence		X				
Usual occupation		X				
Citizenship / Nationality		X				
Personal identification number (ID)		X				



<b>VI. Characteristics of the Mother</b>						
Name of the mother		X				
Age		X				
Place of residence		X				
Usual occupation		X				
Citizenship / Nationality		X				
Personal identification number (ID)		X				
<b>VII. Characteristics of the Declarant (UN term – Informant)</b>						
Name of the declarant	J&A	X	X	X	X	
If declarant is an institution, name of the institution		X				
Place of usual residence	J&A					
Documentation presented by declarant	J&A					
Medical certificate issued by physician or midwife	J&A	X				
Names and individual identification numbers of witnesses to the events	J&A	X				
Signature of informant and local registrar	J&A					
Space for complementary notations (marginal space) and remarks for official stamps	J&A	X				
Personal Identification Number (ID)			X			X
Place of issuance						X
Date of issuance						X

Amount for the paid fee						X
Names and signature of accountant						X

### Annex 3. Contents of marriage registration record: Rwandan case and UN recommendations

- X : UN recommended core topics to be collected in CR;  
+ : UN suggested additional topics to be collected in CR  
J&A : Information required for judicial and administrative purposes only

Topics / Variables	Recommended by the UN	Required by the Ministerial Order N° 001/07.01	Register of Acts of Marriage	Register of Marriage (Population register)	CRVS Web	Attestation de Marriage
<b>I. Characteristics of the Marriage</b>						
Date of marriage	X	X	X		X	X
Registration number		X	X			X
Names and signatures of witness of marriage	J&A	X	X			
Place of residence of witnesses		X				
Date of registration	X	X	X	X	X	
<b>II. Geographic Characteristic</b>						
Place of marriage	X	X	X		X	X
Place of registration	X	X	X	X	X	
<b>III. Other Characteristics</b>						
Type matrimonial regime		X			X	
<b>IV. Characteristics of the Bride</b>						
Names	J&A	X	X	X	X	X
Date of birth	X	X	X	X	X	
Names of father		X	X			X
Names of mother		X	X			X
Previous	X				X	

Topics / Variables	Recommended by the UN	Required by the Ministerial Order N° 001/07.01	Register of Acts of Marriage	Register of Marriage (Population register)	CRVS Web	Attestation de Marriage
<b>I. Characteristics of the Marriage</b>						
marital status						
Number of Previous marriages	X					
Educational attainment	X					
Citizenship	X	X	X		X	
Religion						
Economic status	X					
Usual occupation	X	X	X		X	
<b>Place of usual residence</b>	<b>X</b>	<b>X</b>	<b>X</b>			<b>X</b>
Place of previous residence	X					
Place of birth	X		X			X
Personal identification number (ID)	J&A			X	X	
<b>V. Characteristics of the Groom</b>						
Names	<b>J&amp;A</b>	X	X	X	X	X
Names of father		X	X			X
Names of mother		X	X			X
<b>Date of birth</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>
Previous marital status	X				X	
Number of previous marriages	X					
Educational attainment	X					
Citizenship	X	X	X		X	
Religion						
Economic status	X					
Usual occupation	X	X	X		X	
<b>Place of usual residence</b>	<b>X</b>	<b>X</b>	<b>X</b>			<b>X</b>
Place of	X					

Topics / Variables	Recommended by the UN	Required by the Ministerial Order N° 001/07.01	Register of Acts of Marriage	Register of Marriage (Population register)	CRVS Web	Attestation de Marriage
<b>I. Characteristics of the Marriage</b>						
previous residence						
Place of birth	X		X			X
Personal identification number (ID)	J&A			X	X	
Names and signatures of the bride and groom		X	X	X		
Names and signature of both the bride and groom families		X	X			
Names and Signature of local registrar		X	X			X
Space for complementary notations (marginal space) and remarks for official stamps		X		X		
Place of issuance						X
Date of issuance						X
Amount for the paid fee						X
Names and signature of accountant						X

#### Annex 4: List of persons that guided the comprehensive assessment exercise

ROLE	NAMES
TECHNICAL DIRECTOR	Michel NDAKIZE RUGAMBWA, NISR
NATIONAL CRVS CORE TEAM	Patrick NSHIMIYIMANA, NISR Marguerite MARELIMANA, NIDA Charles RUSHISHA, MINALOC Emmanuel NTAWUYIRUSHA, MOH Christine MURERWA, MINJUST
UNICEF TEAM	Ramatou TOURE , Former Chief, Child Protection Francois MUGABO, Child Protection Specialist Mona AIKA, Child Protection Specialist Young JOO LEE, Child Protection Officer
WHO	Dr. Candide TRAN NGOC, African Health Observatory and real time Strategic Information System Officer
AfDB	Maurice MUBILA
SWISS TROPICAL AND PUBLIC HEALTH INSTITUTE	Dr. Daniel COBOS
STATISTICS SOUTH AFRICA	Thandi MAKALE
TECHNICAL ADVISORY GROUP	Yacob ZEWOLDI, Senior Advisor and International Consultant David NZEYIMANA, National Consultant

#### Annex 5. Composition of the stakeholders involved in the assessment

	Thematic Team (Birth)	Thematic Team (Death and Causes of Death)	Thematic Team (Marriage and Divorce)	Thematic Team (Vital Statistics)	Thematic Team (Legal and Policy Framework))
Field Team 1	<u>National Identification Agency</u> Marguerite HARELIMANA	<u>National Institute of Statistics of Rwanda</u> Francois ABARIKUMWE	<u>World Vision International Rwanda</u> Juves TCHIAMALA	<u>National Institute of Statistics of Rwanda</u> Ephrem RUKUNDO	<u>Ministry of Local Government</u> Charles RUSHISAHA
Field Team 2	<u>National Institute of Statistics of Rwanda</u> Faustin NILINGIYIMANA	<u>Rwanda Biomedical Centre</u> David NDAYISHIMIYE	<u>National Institute of Statistics of Rwanda</u> Patrick NSHIMIYIMANA	<u>Ministry of Gender and Family Promotion</u> Anastasia NYIRABAHINDE	<u>Plan International Rwanda</u> Deus KAMANYIRE  <u>National Commission for Children</u> Jean de Dieu TUMUSIFU

<b>Field Team 3</b>	<b><u>National Institute of Statistics of Rwanda</u></b> Xavier NGOMITUJE	<b><u>The Ministry of Health</u></b> Emmanuel NTAWUYIRUSHA	<b><u>National Institute of Statistics of Rwanda</u></b> Beatrice UWAYEZU	<b><u>National Identification Agency</u></b> Willy NSABIYUMVA	<b><u>Ministry of Justice</u></b> Christine UMURERWA
	<b><u>National Institute of Statistics of Rwanda</u></b> Venuste BIZIMANA				

### Annex 6. Local facilities and places visited

<b>Province</b>	<b>District</b>	<b>Institution visited</b>	<b>Office/group/staff</b>	<b>Type</b>
South	Nyaruguru	Administrative District	Mayor, Planning and Monitoring unit, Statistician, Administrator, District Executive Secretary	Urban
South	Nyaruguru	Munini District Hospital	Hospital Director, Hospital Administrator, Monitoring and Evaluation Officer, Data Manager, Head of Maternity services, Clinical Director	Semi-Urban
South	Nyaruguru	Kibeho Sector	Executive Secretary, Officer in charge of Civil Status	Semi Urban
South	Nyaruguru	Kibeho Health Facility	Head of the Health Centre and Data Manager	Semi Urban
South	Nyaruguru	Munini Sector	Executive Secretary, Officer in charge of Civil Status	Rural
South	Nyaruguru	Munini Health centre	Head of the Health Centre and Data Manager	Rural
South	Nyaruguru	Primary Court of Kibeho	President	Rural
South	Huye	Huye Sector, Miyogoro Cell	Cell Executive Secretary	Urban
Kigali City	Gasabo	Administrative District	Mayor, Planning and Monitoring unit, Statistician, Administrator	Urban
Kigali City	Gasabo	Kabuga Catholic Parish church	The Priest	Urban

<b>Province</b>	<b>District</b>	<b>Institution visited</b>	<b>Office/group/staff</b>	<b>Type</b>
Kigali City	Gasabo	Kabuga Mosque	Imam	Urban
Kigali City	Gasabo	Rusororo Sector	Executive Secretary, Officer in charge of Civil Status	Urban
Kigali City	Gasabo	Rusororo Sector, Nyagahinga Cell	Cell Executive Secretary and officer for Social economic affairs	Urban
Kigali City	Gasabo	Rusororo Sector, Nyagahinga Cell, Runyonza Village	Village leader, CHWs and ordinary citizens	Urban
Kigali City	Gasabo	Gasabo Intermediate Court	The Registrar	Urban
Kigali City	Gasabo	Rusoro Cemetery	General Services Manager, Customer Care Officer	Urban
Kigali City	Gasabo	Kabuga I cell	Executive Secretary, residents	Urban
Kigali City	Nyarugenge	Administrative District	District Executive Secretary, District Statistician	Urban
Kigali City	Nyarugenge	Muhima Sector	Officer in charge of status	Urban
Kigali City	Nyarugenge	ADPER Nyarugenge	Pastor and Legal Representative of the religious Organisation	Urban
Kigali City	Kicukiro	Masaka Hospital		
West	Rubavu	Administrative District	Mayor, Planning and Monitoring unit, Statistician, Administrator, District Executive Secretary	Urban
West	Rubavu	Gisenyi Hospital	Hospital Director, Hospital Administrator, Monitoring and Evaluation Officer, Data Manager, Head of Maternity services, Clinical Director	urban
West	Rubavu	Primary Court	President	Urban
West	Rubavu	Catholic Parish	The Priest and Secretary	Rural
West	Rubavu	Mosque	Imam	Rural

<b>Province</b>	<b>District</b>	<b>Institution visited</b>	<b>Office/group/staff</b>	<b>Type</b>
West	Rubavu	Gisenyi Sector	Executive Secretary, Officer in charge of Civil Status	Urban
West	Rubavu	Gisenyi Health Centre	Head of the Health Centre and Data Manager	Urban
West	Rubavu	Byahi Cell	Executive Secretary	Rural
West	Rubavu	Kanama Sector	Executive Secretary, Officer in charge of Civil Status	Rural
West	Rubavu	Kigufi Health centre	Head of the Health Centre and Data Manager	Rural
West	Rubavu	Ndengera Clinic	Administrator and Data Manager	Urban
East	Kirehe	Administrative District	Mayor, Planning and Monitoring unit, Statistician, Administrator, District Executive Secretary	Urban
East	Kirehe	Kirehe Hospital	Hospital Director, Hospital Administrator, Monitoring and Evaluation Officer, Data Manager, Head of Maternity services, Clinical Director	Rural
East	Kirehe	Mahama Sector	Executive Secretary, Officer in charge of Civil Status	Rural
East	Kirehe	Mahama Refugees camp	The camp manager, legal forum, the head of the Health Centre in the camp	Rural
East	Kirehe	Mpanga Sector	Executive Secretary, Officer in charge of Civil Status	Rural
East	Kirehe	Nasho Health Center	The nurse and Data Manager	Rural
East	Kirehe	Bwiyorere Cell	Executive Secretary and Social and Development Affairs Officer	Rural
East	Kirehe	Nyakabande Village	CHW, Village leader, residents	Rural
East	Kirehe	Buhoro Village	CHW, Village leader, residents	Rural



<b>Province</b>	<b>District</b>	<b>Institution visited</b>	<b>Office/group/staff</b>	<b>Type</b>
North	Gakenke	Administrative District	Mayor, Planning and Monitoring unit, Statistician, Administrator, District Executive Secretary	Rural
North	Gakenke	Gakenke Primary Court	President	Rural
North	Gakenke	Catholic Church-Ruli Parish	Priest	Rural
North	Gakenke	Ruli Hospital	Hospital Director, Hospital Administrator, Monitoring and Evaluation Officer, Data Manager, Head of Maternity services, Clinical Director	Rural
North	Gakenke	Muhondo Sector	Executive Secretary, Officer in charge of Civil Status	Rural
North	Gakenke	Muhondo Health Center	Head of the Health Centre and Data Manager	Rural
North	Gakenke	Ruli Sector	Executive Secretary, Officer in charge of Civil Status	Rural
North	Gakenke	Bureau Social Ruli	Counselor	Rural
North	Gakenke	Ecole Maternelle Ruli	Care Giver	Rural
North	Gakenke	Gahondo Village	Residents	Rural
North	Gakenke	Bariza Village	Residents	Rural

## Annex 7. National institutions visited and officials interviewed

Institutions	Officials Interviewed	Position
Rwanda Governance Board	Mr. Kangwagye Justice	Head of Decentralization and Governance Department
	Antony Rubulika	Director of Citizens engagement and good governance promotion unit
Kigali University Teaching and Referral Hospital	NDIKURYAYO Emmanuel, NYIRANEZA Seraphine, BARINDIKIJE Immaculee	Clinical Director, Chief Nursing, Administration and Human Resources Manager
National Identification Agency	Pascal Nyamulinda	Director General
National Institute of Statistics of Rwanda	Yussuf Murangwa	Director General
	Michel Ndakize	Director of Demographic and Social Statistics Unit
RWANDA Online/IREMBO	Clement Ujeneza	Chief Executive Officer
	Beline Kanimba	Project Manager
UNFPA	Dr NTIBANYURWA Agnes	Assistant Representative
Ministry of Foreign Affairs (MINAFET)	TUTUBA Jack	Director of Rwandan Community Abroad
	Nkerabigwi Etienne	Legal Advisor
	Muhongerwa Patricia	Dir. Human Resource & Administration
Minister of Disaster Management and Refugee Affairs	Antoine Ruvebana	Permanent Secretary
Ministry of Gender and Family Promotion	Nadine Umutoni	Permanent Secretary
Ministry of Health	Dr Parfait Uwaliraye	Director General of Planning and HIS
	Andrew Muhire	Health Sector reports Lead Specialist
Ministry of Justice	Isabelle KALIHANGABO	Permanent Secretary
The Supreme Court	ITAMWA Mahame Emmanuel	Judicial Spokesperson
National Electoral Commission (NEC)	Munyaneza Charles	Executive Secretary
Rwanda National	Murasa Alphonse	Dir. Planning, M&E

<b>Institutions</b>	<b>Officials Interviewed</b>	<b>Position</b>
Resources Authority (RNRA)	Byandugu Veller& Musaba Otes	M&E
RSSB	MUNGANYINKA	Pension officer
	HIRWA	Statistician
	Solange	Director of Planning and Statistics
	Uwingabire	Health Registration Officer
Rwanda Biomedical Centre	Dr Albert Tuyishime	Division Manager/Planning and M&E
Rwanda Correctional Services	Janet Bugingo	Head of Social Services
Ministry of Local Government	Senior Management Meeting	Chair: Honourable Minister
WHO	Dr Candide and Dr Stella Matutina Tuyisenge	
UNHCR	Natalie BUSSIEN	
UNICEF	Mugabo Francois & Young Joo Lee	Child Protection Section
ARC	Lilliane BIRASA	ARC Camp Manager
AHA	Dr Mulgetta Tenna	Camp Health Specialist