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## ORGANIZATION AND STATUS OF CIVIL REGISTRATION IN AFRICA AND RECOMMENDATIONS FOR IMPROVEMENT

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## FOREWORD

This report brings together information from various sources on the organization and status of the civil registration and vital statistics systems in the various countries on the African continent. Although legislative authority for the registration of vital events has existed for many years in the African countries, relatively little progress has been made in the development of national civil registration systems. At present, there are only a few countries in northern Africa and in the small island countries of subsaharan Africa with registration systems producing usable vital statistics. The registration systems in the other countries on the African continent are in different stages of development, but all are in need of major improvements. It is hoped that the information contained in this report will provide background data for planning strategy for the improvement of civil registration and vital statistics in Africa.

# ORGANIZATION AND STATUS OF CIVIL REGISTRATION IN AFRICA AND RECOMMENDATIONS FOR IMPROVEMENT

## Introduction

The registration of births and deaths is not a new concept in Africa. In 28 out of the 36 countries on the African continent, civil registration systems have been in existence for more than 50 years<sup>1,2</sup> (see Annex I). In 8 of these countries, namely, Algeria, Ghana, Lesotho, Madagascar, Mauritius, Seychelles and Sierra Leone, a civil registration system had been established before the turn of the century.

Although civil registration dates back into colonial history in most African countries, this does not mean that the general population of these countries was covered by the civil registration laws. In the colonial period, the registration laws<sup>2</sup> encompassed only nationals of the colonial power, or the European population. Later legislation included the Asians and then possibly the entire population of the country. In most countries of French-speaking Africa, registration was first limited to French subjects. In 1950, the registration law was extended in a number of these countries to include all inhabitants residing within 10 kilometers from the registration centers. In still other countries, civil registration is compulsory only for the principal cities and towns and/or for the capital city.

Although information concerning the establishment of a civil registration system is available for only 36 out of the 55 African countries from the two sources cited, it is probable that virtually all of the countries of the region have some form of registration system. It is also likely that the registration laws of the majority of countries provide for registration coverage of the entire population of the country.

Despite this, only a small number of countries in Africa have civil registration systems whose coverage of vital events, especially births, are fairly satisfactory. These are mainly the countries in North Africa, namely, Egypt, Tunisia and Libya. In sub-Saharan Africa, the countries that have attained reasonable nationwide coverage are the small island countries such as Cape Verde, Sao Tome, Seychelles and Mauritius.

There has been growing interest in the development of civil registration and vital statistics in Africa. A number of countries have promulgated legislation for the compulsory registration of vital events and have been engaged in studies for the improvement of their CR/VS systems. Also, there have been a number of seminars on civil registration and vital statistics in the African region which have produced a number of recommendations for the improvement of civil registration and vital statistics in the African countries.

It is the purpose of this report to review the organization and status of the civil registration and vital statistics systems of the African countries, and to present a summary of the recommendations made by the various regional seminars for the improvement of civil registration and vital statistics in Africa.

## IIVRS Survey

In order to study the organization of the civil registration and vital statistics systems in the various countries of the world, the IIVRS embarked on a questionnaire survey in August 1984. In the initial mail out, a vital statistics questionnaire and a civil registration questionnaire were sent to the respective offices represented in the IIVRS membership. This was later supplemented by a questionnaire to the national statistical offices on the United Nations Statistical Office mailing list which were not in the IIVRS membership directory. The returns on the vital statistics questionnaire frequently provided the name of the national registration office. This was followed up with a civil registration questionnaire to the office so identified.

<sup>1</sup> United Nations Handbook of Vital Statistics Systems and Methods. Vol. II, Review of National Practices, Series F No. 35, United Nations. NY 1985.

<sup>2</sup> Makannah, T.J., Methods and Problems of Civil Registration Practices and Vital Statistics Collection in Africa. Technical Report No. 16, IIVRS, 1981.

The quality of responses received was generally good, but the response rate was not. After 3 follow ups over a period of 7 or 8 months, only 64 percent of the questionnaires sent to vital statistics offices in the various countries of the world were returned. The response rate for the national registration offices was considerably poorer, 40 percent.

The response rates for the African countries are summarized in Table 1. Only 56 percent of the vital statistics questionnaire were returned whereas the response rate for the civil registration questionnaire was less than half that, 26 percent. The response rate for the English-speaking countries was relatively high whereas they were low for other countries. Actually, out of the 21 francophone countries in subsahara, only two countries, Madagascar and Zaire, returned a completed civil registration questionnaire.

Table 1. Questionnaire Response Rate in Percent

	VS	CR
African Continent	56.4	25.5
Anglophone subsaharan countries	81.2	56.3
Francophone subsaharan countries	38.1	9.6
Other	61.1	22.2

#### Structure of the Civil Registration System

The organization of the civil registration administration may be centralized or decentralized. A centralized system is one where the network of local registration offices is directly controlled and administered by a central authority or an agency in the national government. A decentralized registration system is one in which the local registration offices are supervised or administered by some authority at a subnational level such as a district, region, state or province. In these instances, there is no national office to oversee the local registration operations. However, there may be a national agency for the coordination of the registration system and/or for establishing national standards such as uniform registration laws, definitions of vital events, registration practices, etc. In this region, there is at least one country, Malawi, with a national registration office which coordinates but does not supervise or direct the District Commissioners responsible for civil registration. This office also maintains a file of individual birth and death records. In addition to Malawi, there are 3 countries, Central African Republic, Somalia, and Swaziland with no civil registration authority in the central government. The Central African Republic was anticipating, at the time of the survey, the creation of a national center for civil registration. In some countries, there appears to be a dual system of registration. For example, in Ethiopia the Ministry of Interior is responsible for the registration of births and deaths in the rural areas, whereas the Ministry of Housing and Urban Development registers the vital events occurring in the urban areas. In Botswana, civil registration is the responsibility of the Ministry of Home Affairs. In addition, the Ministry of Health receives birth and death notifications on institutional as well as on non-institutional events.

In the centralized system of civil registration, the organizational structure may be of two types. The first is where the local registration offices are under the direct control of the national registration authority. According to Makannah, the national registration office in the English-speaking countries of Africa is generally responsible for the supervision and coordination of all the registration units in the country. On the other hand, in the French-speaking countries, "a more decentralized system exist; many local registration offices each independent of the other--usually named centres principaux--have been established, each responsible for the supervision and coordination of the functions of regional registration agencies, usually named centres secondaires". This probably means that in the francophone countries, as in many other countries in Africa and other parts of the world, the local registration offices are a part of the local government administrative services not in the direct line of authority of the national registration office. Under this system, the local registrars may perform many tasks other than the registration of vital events. The lack of direct control or supervision over registration services by the national registration agency, and the number of other civil and legal functions competing for the attention of the local registrar make this system administratively difficult from the civil registration point of view. This situation may be further complicated in countries where the administrative organization is not the same at the subnational levels. In such cases, the national registration authority will have to work through more than one ministry or department in communicating with the local registration offices.

Annex 2 identifies the national agencies legally responsible for civil registration and vital statistics, and the registration authorities at the subnational level. In about 40 percent of the countries, the Ministry of Interior or Home Affairs is responsible for civil registration. In almost 20 percent of the countries, the civil registration function is lodged in the Ministry of Justice. In another 10 percent of the African countries, civil registration is centered in the Ministry of Health.

In countries with a national civil registration service, 29 out of 35 are central registration agencies. In 3 countries, Gambia, Liberia and Sudan, civil registration is the responsibility of the health administration. The central statistical office is the national authority for civil registration in only one country, Nigeria.

Local registration offices. In all countries, the registration of vital events takes place at the local registration office. These registration offices may be the primary registration unit or a sub-office of the primary unit. The number of registration offices needed depends upon the population distribution, and the type of terrain. In a small compact country, relatively few registration offices are needed. On the other hand, countries where the population is thinly distributed, or where there are many population clusters, will require more registration offices to provide the same service.

The number of local registration offices as reported to the several sources may be seen in Annex 3. The information reported to the United Nations Statistical Office and to the UN Economic Commission for Africa is for the year 1979 while the IIVRS survey data are for 1984. These figures from the different sources are not necessarily comparable so too much importance should not be attached to them.

The number of local registration offices in a country varies greatly ranging from 4 in the Seychelles to 1271 in Tunisia. There is also a large variation in the number of inhabitants per registration office as well as in the average land area served by a local registration office. The lowest average number of population per local registration office is 2,100 in the Cape Verde Islands and the largest, 472,000, in Kenya. In terms of land area, the lowest is 44 square kilometers per registration office in Mauritius. The highest is 38,300 square kilometers per registration office in Libya.

These averages are for the country as a whole. For urban areas, the actual population served by a local registration office will be much greater than the estimated average. The reverse will be true for the rural areas. By the same token, the actual land area per registration office for cities and towns will be smaller than the estimate, and larger in the rural areas. Although the estimates of the average land area covered by a registration office give some idea of the travel involved in the registration of births and deaths, they do not indicate the difficulty of access to registration offices. Some segments of the population on isolated islands without transport may have problems in reaching population centers where the registration offices are located. Mountainous terrain may make access to registration offices difficult. There may be other physical barriers which discourage registration, especially for a population without incentives to register vital events.

The estimates of the average number of people per local registration office were used as a population base to which the projected crude birth and deaths<sup>3</sup> for 1984 were applied to estimate the number of births and deaths that will occur in a period of a year in the area covered by the local registration unit. Because of incomplete registration in most of these countries, the actual number of births and deaths that are being registered will be much lower than the estimated number.

According to the estimated number of births and deaths occurring in the various countries, the workload of an average registration office is not uniformly heavy. In some, there are fewer than one registration a day. In countries like Liberia, Tanzania, Malawi and Kenya, the registration load in an average day in a local registration office is much heavier. In Liberia, for example, some 30 registrations of births and deaths may be expected on an average day in a local registration office assuming that registration of vital events is complete. In Kenya, the estimated number of vital events occurring in an average day in a local registration area is about 95.

<sup>3</sup> From World Population: 1984. Recent Demographic Estimates for Countries and Regions of the World. LSP-WP-84. U.S. Bureau of the Census, November 1984.

These data give only a rough idea of the workload. In some cases, it may even be misleading. For a study of the workload problem, it is suggested that the number of birth and death certificates actually filed in each local registration office over a period of time be used. Such a study will be useful for planning the establishment of sub-registration offices or for consolidation of some local registration offices.

Central file of vital records. One of the essential requirements of a civil registration system is the provision for permanent storage of vital records with proper safeguards to protect the records from loss or damage. All the countries that responded to this question of permanent repository of records indicated that there was a central file of birth and death records. Most of these files are located in the local and/or State registration offices. A few maintained a national file.

On the other hand, 3 out of 14 of countries that responded to this item on the questionnaire do not prepare an alphabetic index to these records. Without an alphabetic index, it would be difficult, if not impossible, to find a particular vital record on file without the knowledge of the exact place and time of registration (as contrasted to the time of occurrence of the event) in addition to the personal particulars. An alphabetic index to the vital records on file is essential to facilitate access to records of individuals for certification purposes.

#### Organization of the vital statistics system

According to available information summarized in Table 2, the central statistical office is responsible for national vital statistics in about 80 percent of the African countries. In the remainder of the countries, national vital statistics are compiled by the national registration office and by the national health agency.

Table 2. Countries in Africa Classified According to Agencies Providing Vital Statistics and Civil Registration Services

National Vital Statistics Services	Total	National Registration Services				No National Registration Office
		Total	Registration Office	Health Administration	Statistical Office	
Statistical Office	29	28	25	1	1	1
Registration Office	3	2	2			1
Health Administration	3	3	1	2		
Other & Unknown	2	2	1		1	
No National Vital Statistics Services	<u>2</u>	<u>1</u>	<u>1</u>	<u>—</u>	<u>—</u>	<u>1</u>
	39	36	30	3	1	2
						3

In most countries, the national vital statistics services depend on the network of the national registration office for the reports of vital events. In 5 countries, the responsibility for national registration and vital statistics is lodged in the same agency. In Gambia and Liberia, the civil registration and vital statistics functions are carried out in the health administration. In Ghana and Kenya, they are in the national registration office. In Nigeria, they are in the central statistical office.

An important advantage of locating vital statistics and civil registration in the same ministry or administration is the ease of communication between these two operating bodies. However, there are a number of other considerations that go into the development of a civil registration and vital

statistics system. One is the relative strength of the central statistical office. If there is a strong established national statistics agency, it will be difficult to set up a new national vital statistics division in another agency. Another consideration is the existence of a national functional network such as that for local government administration or for the delivery of health services. This explains why the local registration services in so many countries are under the jurisdiction of town and municipal governments. There are fewer countries where national and local registration services are part of the health services, but this pattern is not uncommon. In the case of health services, there is an added advantage in that many of the vital events, that is, births and deaths, occur in the health facilities. Some countries such as Kenya may elect to establish a special registration network.

Although a national authority for vital statistics exists, national vital statistics are not now being compiled by the following countries: Ethiopia, Botswana, the Central African Republic, Mali, Somalia, Swaziland and Uganda. Although the Planning and Programming Service in the Ministry of Interior is responsible for national vital statistics in Ethiopia, it is reported that a system has not yet been established. In Botswana, the Central Statistics Office has not processed the data that have been collected thus far. It is now experimenting with a special vital statistics system on a sample basis in the rural areas. In the Central African Republic, vital statistics are compiled only for the capital city; the creation of a national center for civil registration is anticipated. In Mali, vital statistics are available only for a few cities. In Somalia, there is neither a central registration authority nor a national agency for vital statistics. Some local government authorities have been collecting vital statistics but it is reported that none have been found useful. The Central Statistics Department is now making national estimates of vital statistics through sample surveys in Somalia. In Swaziland, the civil registration law was implemented in January 1984 and the Central Statistical Office was expecting to start compilation of vital statistics shortly. Uganda reported that the compilation system for vital statistics has been in virtual disarray because of lack of funds and other problems.

The exact count of countries which are not currently producing national vital statistics is not known because this specific question was not asked in the questionnaire. Of the 20 African countries responding to the United Nations questionnaire, 5 were not making any compilations of vital statistics. In addition, as will be seen later in the discussion of status of civil registration and vital statistics, there are a number of countries compiling vital statistics based on incomplete returns.

Basis of national vital statistics. Compilations of national vital statistics are generally based on individual vital records which are transmitted from the local registration offices through channels to the national vital statistics agency. However, in some countries summary reports are prepared at a subnational level and sent to the central office for aggregation into national totals. There are probably others, but of the African countries, Benin, Central African Republic, Liberia, Malawi, Nigeria, Sierra Leone and Zaire are known to use summary reports as a basis of national statistics.

The advantage of summary reports is that the coding and data processing are done closer to the point of data collection, and problems arising from poor quality of returns can be more readily rectified. Another advantage is that the decentralization of coding and tabulating makes it unnecessary for the national vital statistics agency to maintain a large clerical staff. On the other hand, the centralization of coding and data processing is more efficient than a decentralized system. A much smaller clerical staff will be needed than the aggregate number of people involved in handling the same documents on a decentralized basis. More important is the possibility of obtaining uniformity in coding of records when coded by the same group centrally. Another important advantage of central coding and tabulating of data from individual records is that it provides flexibility in making data available. Summary reports limit the availability of national data to the contents of summary reports. Lastly, there is the question of timeliness. The decentralized coding and tabulating of data will take more time than the transmittal of individual reports of vital events to the national office. Because the central office will not be able to make national aggregations from these summary reports until data for the last reporting area are in, delays in the preparation of summary reports in even one area will hold up the issuance of national vital statistics. The disadvantages of a decentralized data processing system far outweigh the advantages so that serious consideration should be given to the possibility of changing over to coding individual reports of vital events and preparing tabulations in the national vital statistics agency. Despite the overall economy that will result, it will increase the national expenditure for vital statistics. Therefore, it should be recognized that the transfer of functions from the States to the national vital statistics agency may take a little time to accomplish, especially in countries with large volumes of vital records to process centrally.



## Status of Civil Registration and Vital Statistics

The evaluation of status or the present state of development of the civil registration and vital statistics systems will involve the assessment of various aspects of the registration and statistical process such as adequacy of the registration laws and regulations, promptness and completeness of registration, efficiency of services in providing certification of vital events, quality of data, adequacy and usefulness of data produced, timeliness in the issuance of data, etc. Perhaps the most useful single index of status is a measure of completeness with which births and deaths are registered.

Periodically, the countries are asked by the United Nations to make an assessment of the registration completeness of vital events. These evaluations, (C) for registration completeness of 90 percent or more and (U) for completeness of less than 90 percent, are published in the United Nations Demographic Yearbook. In some cases, the evaluations are based on the results of sample surveys. Most of them are "guesstimates". However, in terms of the United Nations standard of completeness, these "guesstimates" probably represent a reasonably good assessment of the situation. In a few instances, the authorities may be over optimistic about the effectiveness of the compulsory provisions of the registration law.

In the IIVRS survey, the questionnaire called for the actual percentage of the completeness of birth and death registration. This precision made a proper response a little more difficult, so that in a number of returns, the item was left blank. In Annex 4 are shown the completeness of registration of births and deaths. The data are from the IIVRS survey, the United Nations Statistical Office and the United Nations Economic Commission for Africa, and covers all the countries in the African continent, except 3. For these 3 countries, it would seem reasonable to assume that registration completeness is less than 90 percent.

Only 15 percent of the African countries are meeting the acceptable standard of birth registration completeness. These countries are: Egypt, Libya, Tunisia, Cape Verde, Mauritius, Reunion, Sao Tome and Principe and Seychelles. The corresponding figure for death registration is 11 percent and includes 6 countries, Egypt, Cape Verde, Mauritius, Reunion, Sao Tome and Principe and Seychelles. All the Sub-Saharan countries are small insular populations.

The criterion of 90 percent or more as a measure of adequacy of the registration system may be too rigorous in some instances. If a segment of the national population lives outside the usual national social and economic culture, the immediate need for registration may not exist; and if, for example, the first use of a child's birth certificate is to establish age for school entrance little harm is done if registration is delayed beyond the first year. The legal record has value for proving identity, age, citizenship, filiation, marital status and so forth, primarily in the settled, largely urban populations, while nomadic and tribal populations may have little need for such proof. To bring them into the mainstream would be contingent on social change that may not be imminent in many countries. Still, in such countries, the registration system may be more or less adequately serving one of the purposes for which it exists at the present level of demand for individual documentation. On the other hand, if a country has instituted a population register or a personal identity system, the integrity of such a system cannot be maintained without an adequate civil registration system for a continuous update.

The present criterion of completeness was essentially developed for the use of vital records for statistical purposes. For this, it would be ideal to have a nationwide count of 100 percent of the vital events occurring in the country, and complete coverage for all the important variables. How would such data be used? For example, most countries of the world are now participating in the WHO program of Health for All by the Year 2000. One of the important goals in this program is to reduce the infant mortality rate in the developing countries to 50 infant deaths per 1000 live births by the year 2000. It is expected that infant mortality rates for the country as a whole and for the geographic areas be used for monitoring health programs. The question is, can the various countries provide the necessary data in sufficient precision to provide health program guidance and for the evaluation of the effectiveness of the program? Unless the registration of births and deaths is reasonably complete, how would it be possible to determine if the stated goal has been achieved? Unless intensive efforts are made to improve civil registration, most of the developing countries in the region will not be in the position to make an assessment of their health program by the year 2000.

## Recommendations from Regional Seminars

The first African seminar on vital statistics was held in Addis Ababa, Ethiopia in 1964 under the auspices of the Economic Commission for Africa. Since then, 5 other meetings, seminars or workshops have taken place. Four of these were convened by the Union Douaniere et Economique de L'Afrique Central (UDEAC) and the Organisation Commune Africaine et Mauricienne (OCAM) for the Francophone countries of Africa. Except for the recommendations from the most recent workshop held in Addis Ababa in 1985 by the Economic Commission, the recommendations emanating from the other regional meetings have been already presented by IIVRS<sup>1</sup>.

The recommendations from the various regional seminars and workshops on civil registration and vital statistics in Africa are given below in capsule form:

### 1. Legal Provisions

A legal base for the registration of vital events and for the compilation of vital statistics is essential. Laws which can be changed only by legislative amendments should contain only those major elements of the civil registration process which are fairly immutable. Rules and regulations which can be changed by administrative processes should cover the elements which are expected to change over time. Laws, or amendments thereto, should not be promulgated until the organization of the system has been satisfactorily tested.

### 2. National and Public Interest

National resources need to be mobilized to put into operation a strategy to motivate the public to register vital events taking into account local customs and traditions. The usual information media should be used in a program for the enlightenment of the public. However, reliance on conventional media is not enough, especially in the rural areas. Person-to-person communication is suggested as the most effective means of enlightenment in such cases.

### 3. Administrative Organization

A national commission at the highest ministerial level composed of ministers and/or their permanent secretaries of the relevant agencies with responsibility for any phase of civil registration and vital statistics should be created for the establishment of the national CR/VS systems. Also to be included in such a commission are representatives of the major users of vital statistics. Such a commission will also serve as a coordinating mechanism in activities involving more than one agency. The designation of the ministry or ministries to which the CR/VS systems should be attached depends on the political and administrative organization of the country.

A separate committee is suggested for a program of public enlightenment of the aims and procedures of the registration system, and on the uses of vital records by individuals.

### 4. Registration Methods and Procedures

Uniform national standards on content and types of registration documents need to be established to ensure the collection of a minimum of basic topics for all population groups and geographic subdivisions. Documents should be designed and system developed which will integrate registration and statistical functions and produce alphabetical indexes needed by registration personnel and statistical data for dissemination of vital statistics. Provisions should be made for systematic and timely transmission of vital records to the central statistical office.

Because of the rapid deterioration of paper in Africa, the preservation of records is a serious problem which needs attention. Work is also needed to develop an efficient system of storage and retrieval of records.

### 5. Personnel

The status of the local registrar in the community is an important factor in the effective performance of his duties. It is recommended that the civil registration and vital statistics personnel be made an integral part of the national civil administration. They should be given periodic training, in-service courses and appropriate supervision.

<sup>1</sup> Recommendations from Regional Conferences and Seminars on Civil Registration and Vital Statistics, IIVRS Technical Papers No. 18, Sept. 1982.

## 6. Training

Four levels of training are recognized: (1) Policy makers to take a two-week study tour to an African country with a fairly satisfactory civil registration system; (2) High level technicians to be held in a country with a fairly satisfactory registration system for about 3 months of lectures and job attachment; (3) District registrars for 14 days; and (4) Registration assistants to be trained for two to seven days on the actual functions to be performed.

Recommends national and regional seminars for the exchange of experiences and seeking solutions to mutual problems.

Need was expressed for a training manual which can be used by the various countries in the region.

## 8. Facilities and Equipment

Difficulties have been experienced by many countries in getting registration documents and forms printed. It was recommended that every effort be made to provide the registry with printing and processing equipment, or to provide it with easy access to such facilities.

## 9. Needed Research and Study

Studies on methods and problems of civil registration systems and vital statistics collection in Africa should be undertaken on a periodic basis. An inventory of information on status and problems of existing registration systems should be taken to enable the preparation of medium and long-term programs for the expansion and improvement of the system in the country.

A study of civil registration problems relating to the nomadic population is needed. Also, special measures need to be provided for remote rural areas where the question of distance and difficulty of terrain as well as lack of instruction of the population have to be taken into account.

A vital registration system organization and personnel manual is needed. This will permit the countries to use it as a general framework for the elaboration of their own system.

Research on the best way to achieve complete coverage should be undertaken.

## 10. Evaluation

Each nation should make an evaluation of the existing registration system.

## 11. Priorities

Recognition should be given by Governments to the fundamental importance of establishing a civil registration system at the earliest possible opportunity.

The States should pay special attention to the development of registration in the rural areas.

## 13. Technical Assistance

The United Nations should give the fullest possible support to the promotion of civil registration in Africa, including material contribution and technical assistance.

Relevant technical and research information should be made available to the African countries by national and international agencies.

The World Health Organization is requested to conduct courses on coding causes of death and provide assistance in adapting lay reporting forms for use in Africa.

## 14. Other Recommendations

There is need to consolidate the documentation used in civil registration, and to keep them at a minimum consistent with the objectives of the registration process.

Annex 1. Year of Establishment of the System for Registration  
of Live Births and Deaths

<u>Country</u>	<u>Year</u>	<u>Country</u>	<u>Year</u>
Algeria <sup>1</sup>	1882	Mali <sup>1</sup>	1933
Benin <sup>1</sup>	1933	Maritania <sup>1</sup>	1933
Botswana <sup>1</sup>	1939	Mauritius <sup>1</sup>	1793
Burkina Faso <sup>1</sup>	1933	Morocco <sup>1</sup>	1950
Burundi <sup>1</sup>	1922	Niger <sup>1</sup>	1933
Cameroon <sup>1</sup>	1917	Nigeria <sup>1</sup>	1867
Central African Rep. <sup>1</sup>	1940	Rwanda <sup>1</sup>	1922
Chad <sup>2</sup>	1961	Senegal <sup>1</sup>	1916
Congo <sup>1</sup>	1922	Seychelles	1893
Gabon <sup>1</sup>	1940	Sierra Leone <sup>1</sup>	1801
Ghana <sup>1</sup>	1888	Somalia <sup>1</sup>	1904
Guinea-Bissau <sup>2</sup>	1976	South Africa <sup>2</sup>	1924
Ivory Coast <sup>2</sup>	1933	Swaziland <sup>1</sup>	1900
Kenya <sup>2</sup>	1904	Tanzania <sup>1</sup>	1917
Lesotho <sup>1</sup>	1880	Togo <sup>1</sup>	1923
Libya <sup>2</sup>	1968	Tunisia <sup>2</sup>	1918
Madagascar <sup>1</sup>	1878	Uganda <sup>2</sup>	1905
Malawi <sup>2</sup>	1904	Zaire <sup>2</sup>	1958

<sup>1</sup>Makannah, T.J. Methods and Problems of Civil Registration Practices and Vital Statistics Collection in Africa. IIVRS Technical Paper No. 16, p. 15-16, July 1981.

<sup>2</sup>United Nations. Handbook of Vital Statistics Systems and Methods, Studies in Methods. Series F No. 35, p. 43, 1985.

Note: There are differences in the information from the two sources. Where they differ, the United Nations appear generally to relate to recent history, that is, registration systems re-established after independence. On the other hand, Makannah's data go back to the colonial period.

Annex 2. Agencies Responsible for Civil Registration and National Vital Statistics

COUNTRY	CIVIL REGISTRATION ADMINISTRATION		NATIONAL VITAL STATISTICS OFFICE
	Subnational	National	
Algeria	...	...	...
Angola	Registo civil	Direccao Nacional dos Registos Notariado e Identificacao, Ministerio da Justica	Direccao Nacional de Estadistica Ministerio da Plano
Benin	Maire	Ministere de l'Interieur	Institut National de la Statistique et de l'Analyse Economique, Ministère du Plan et de la Statistique
Botswana	District administration	Registration Section Ministry of Home Affairs	Central Statistical Office Ministry of Finance & Development Planning
Burkina Faso <sup>1</sup>	Centres d'etat civil	Ministere de l'Interieur	None
Burundi	...	...	...
Cameroon	Les centres d'etat civil dans les communes	Service d'Etat Civil Administration Territorial	Direction de la Statistique et de la Comptabilite National, Ministère du Plan et Amenagement du Territoire
Cape Verde	Secretariado administrativos	Direccao Geral dos Registos e Notariado, Ministerio la Justica	Direccao Geral de Estadistica
Central African	Les centres d'etat-civil	None	Service de l'Etat-Civil et du Recensement Demographique, Ministère de l'Interieur
Chad <sup>1</sup>	Centres d'etat civil	Ministere de l'Interieur	Sous-direction de la Statistique, Direction du Plan, Ministère de l'Economic du Plan des Transports
Comoros	...	...	...
Congo <sup>1</sup>	Bureau d'etat civil (de chaque zone)	Direction Nationale de l'Etat Civil Departement de l'administration du Territoire	Centre National de la Statistique Department du Plan
Djibouti	...	...	...
Egypt	Health centers	Civil Registration Department, Ministry of Interior	Central Agency for Public Mobilization and Statistics
Equatorial Guinea	District courts of justice	Juzgado de Distrito Ministerio de Justica Culto y Registro Civil	Direccion General de Estadística
Ethiopia	...	Ministry of Interior (rural areas), Ministry of Housing and Urban Development (urban areas)	Planning & Programing Service

Annex 2. Agencies Responsible for Civil Registration and National Vital Statistics (Cont.)

COUNTRY	CIVIL REGISTRATION ADMINISTRATION		NATIONAL VITAL STATISTICS OFFICE
	Subnational	National	
Gabon <sup>2</sup>	Centres Principaux et secondaires	Ministeries of the Interior and Justice	...
Gambia	Health inspectors	Medical & Health Dept., Ministry of Health, Labour & Social Welfare	Medical & Health Dept., Ministry of Health, Labour & Social Welfare
Ghana	Regional Registration Offices	Birth & Death Registry Ministry of Local Government	Birth & Death Registry Ministry of Local Government
Guinea-Bissau <sup>1</sup>	Delegacoes do Registro Civil (Sector REgional)	Registro Civil, Comissariado de Estado de Justica	Direcao General de Estadistica, Comissariado de Estado de Desenvolvimento Economico e Planificacao
Ivory Coast	Les Mairies et Sous-Prefectures	Ministere de l'Interieur	Direction de la Statistique Ministère de l'Economique et des Finances
Kenya <sup>1</sup>	Local registry, offices & District registers	Department of Registrar General, Attorney General's Office	Statistics Section, Registrar General of Births & Deaths
Lesotho	Chiefs & other village administrators	Registrar General's Office Prime Minister's Office	Bureau of Statistics, Ministry of Planning, Employment & Economic Affairs
Liberia	County registrars	Bureau of Health & Vital Statistics, Ministry of Health & Social Welfare	Bureau of Health & Vital Statistics Ministry of Health & Social Welfare
Libya	Civil registration office	Civil Registration Section Secretariat of Utilities	Census & Statistics Department, Secretariat of Planning
Madagascar	Communes	Direction du Controle et de la Tutelle des Collectivites, Ministère de l'Interieur	Institut National de la Statistique et de la Rescherche Economique Presidence charge des Finance et du Plan
Malawi	District Commissioner's office	Registrar General's Dept., Ministry of Justice (coordination & National files of births & death records)	Registrar General's Department Ministry of Justice
Mali	Centres l'Etat Civil	Direction Nationale de l'Interieur et de Collectivite Territoriale Ministère de l'Interieur	Direction National de la Statistique et de l'Informatique Ministère du Plan
Mauritania	...	...	...
Mauritius	Civil Status Office	Civil Status Office Prime Minister's Office	Central Statistical Office Ministry of Economic Planning & Development

Annex 2. Agencies Responsible for Civil Registration and National Vital Statistics (Cont.)

COUNTRY	CIVIL REGISTRATION ADMINISTRATION		NATIONAL VITAL STATISTICS OFFICE
	Subnational	National	
Morocco	Bureau locaux d'etat civil	Division d'etat Civil Ministere de l'Interieur	Direction de la Statistique Ministere du Plan
Mozambique	...	...	...
Namibia	...	...	...
Niger	...	...	...
Nigeria	State ministries of health local government & teaching hospitals	National Population Bureau Cabinet Office	National Population Bureau Cabinet Office
Reunion	...	...	...
Rwanda	Bureaux communaux d'etat civil	Direction General des Affaires Politiques et Administrative Ministere de l'Interieur et du Development Communal	Direction Generale de la Statistique, Ministere du Plan
Saint Helena	...	...	...
Sao Tome & Principe	...	...	...
Senegal <sup>1</sup>	Centres d'etat civil	Division de l'etat Civil Secretariat d'Etat a la Decentralisation	Direction de la Statistique Ministere des Finance et des Affaires Economiques
Seychelles	Government Administration	Civil Status Division Department of Youth and Defense	Statistics Division
Sierra Leone	Births & deaths office Ministry of Health	Office of Chief Registrar Ministry of Health	Medical Statistics Unit Ministry of Health
Somalia	None	None	None
South Africa	...	Department of Home Affairs Department of Co-operation & Development	Central Statistical Services Department of Constitutional Development & Planning
Sudan	Hospitals, dispensaries, dressing stations	Ministry of Health	Department of Statistics Ministry of Finance & Economic Planning
Swaziland	Hospitals, clinics, police stations, chiefs of area	Registrar General's Office Ministry of Justice	Central Statistical Office Department of Economic Planning & Statistics
Tanzania	District registry	Office of Registrar General	Bureau of Statistics Ministry of Planning & Economic Affairs

Annex 2. Agencies Responsible for Civil Registration and National Vital Statistics (Cont.)

COUNTRY	CIVIL REGISTRATION ADMINISTRATION		NATIONAL VITAL STATISTICS OFFICE
	Subnational	National	
Togo	Centres d'etat civil	Division des Affaires Politiques et Administratives, Minister de l'Interieur	Direction de la Statistique Ministere du Plan
Tunisia <sup>1</sup>	Centres d'etat civil (Commune)	Ministere de l'Interieur	Direction des Statistiques, Demographiques et Sociales Institut Nationale de la Statistique Ministere du Plan
Uganda <sup>1</sup>	District civil registry	Registrar General of Births & Deaths Ministry of Justice	Statistics Department Ministry of Planning
Western Sahara	. . . .	. . . .	. . . .
Zaire	Bureaux de l'etat civil	Etat Zairois Ministere de Administration du Territoire	Institut National de la Statistique Ministry du Plan
Zambia	Provincial, district & subcenters (schools, health centers & local courts)	Department of National Registration Ministry of Home Affairs	Census & Statistics Department
Zimbabwe	Provincial & district registries	Central Registry Ministry of Home Affairs	Central Statistical Office Ministry of Finance, Economic Planning & Development

<sup>1</sup>United Nations. Handbook of Vital Statistics Systems and Methods Vol. II. Review of National Practices, Series F, No. 35, p. 51, 1985.

<sup>2</sup>Makannah, T.J. Methods and Problems of Civil Registration Practices and Vital Statistics Collection in Africa, IIVRS Technical Report No. 16, July 1981.



Annex 3. Number of Local Registration Offices, Population and Land Area Served by an Average Local Registration Office, and the Estimated Number of Births and Deaths Occurring in an Average Local Registration Office: Africa

Country	No. of Local Offices	Population per Office	Area (Km <sup>2</sup> ) per Office	Estimated Annual Births	Annual Number Deaths
Benin	227 <sup>1</sup>	17,100	500	850	300
Botswana	17	60,800	35,300	2,740	760
Burkina Faso	746 <sup>2</sup>	9,000	370	430	210
Cameroon	926 <sup>1</sup>	10,300	513	450	180
Cape Verde	15	2,100	270	70	20
Central African Rep.	183 <sup>2</sup>	14,200	3,400	690	260
Chad	350 <sup>2</sup>	14,600	3,670	715	270
Congo	354 <sup>2</sup>	4,900	970	220	80
Gabon	48 <sup>1</sup>	20,000	5,580	2,000	400
Ghana	604	22,900	395	1,030	250
Guinea-Bissau	4 <sup>2</sup>	210,000	36,100	8,900	4,500
Ivory Coast	1,295 <sup>1</sup>	7,500	250	360	100
Kenya	41	472,000	14,200	24,500	5,200
Liberia	10	216,000	11,100	9,700	3,240
Libya	46	81,500	38,300	3,700	940
Madagascar	1,252	7,700	470	360	130
Malawi	24	284,500	4,900	14,500	6,700
Mauritius	47	21,500	44	510	150
Morocco	888 <sup>2</sup>	26,500	700	1,100	320
Niger	312 <sup>1</sup>	20,100	4,060	1,100	430
Rwanda	143 <sup>1</sup>	42,100	180	2,250	715
Senegal	823 <sup>2</sup>	7,900	238	395	140
Seychelles	4	16,300	70	415	115
Sierra Leone	175	21,600	410	980	485
Swaziland	7 <sup>2</sup>	93,000	2,480	4,510	1,440
Tanzania	88	239,200	10,700	11,100	4,300
Togo	428 <sup>2</sup>	6,800	130	295	115
Tunisia	1,271 <sup>2</sup>	5,600	130	175	40
Uganda	845 <sup>2</sup>	18,000	280	860	310
Zaire	991	32,300	2,400	1,440	500
Zambia	1,772	3,700	425	175	60
Zimbabwe	59	142,000	6,600	6,800	2,200

<sup>1</sup>Makannah, T.S., Methods and Problems of Civil Registration Practices and Vital Statistics Collection in Africa. IIVRS Technical Papers No. 16, p. 19, July 1981.

<sup>2</sup>United Nations. Handbook of Vital Statistics Systems and Methods Vol. II. Review of National Practices, Series F, No. 35, p. 51, 1985.

Annex 4. Estimated Completeness of Birth and Death Registration: Africa

Country	% Registration Completeness		Country	% Registration Completeness	
	Birth	Death		Birth	Death
Algeria <sup>1</sup>	U	U	Malawi	1	1
Angola <sup>1</sup>	U	U	Mali <sup>2</sup>	U	U
Benin <sup>2</sup>	U	U	Mauritania <sup>2</sup>	U	U
Botswana <sup>2</sup>	U	U	Mauritius	100	100
Burkina Faso <sup>2</sup>	U	U	Morocco	40	40
Burundi <sup>2</sup>	U	U	Mozambique <sup>2</sup>	U	U
Cameroon	...	...	Namibia	...	...
Cape Verde	C	C	Niger <sup>2</sup>	U	U
Central African Rep.	11	6	Nigeria <sup>2</sup>	U	U
Chad <sup>1</sup>	U	U	Reunion	C	C
Comoros <sup>2</sup>	U	U	Rwanda	51	5
Congo <sup>1</sup>	U	U	St. Helena <sup>1</sup>	U	U
Djibouti <sup>1</sup>	U	U	Sao Tome & Principe	C	C
Egypt	100	100	Senegal <sup>2</sup>	U	U
Equatorial Guinea	53	58	Seychelles	100	100
Ethiopia <sup>2</sup>	U	U	Sierra Leone <sup>2</sup>	U	U
Gabon	...	...	Somalia	C	C
Gambia	50	10	South Africa <sup>2</sup>	U	U
Ghana	43	28	Sudan	25	5
Guinea <sup>2</sup>	U	U	Swaziland <sup>2</sup>	23	26
Guinea-Bissau	U	U	Tanzania <sup>1</sup>	U	U
Ivory Coast <sup>2</sup>	U	U	Togo	80	15
Kenya <sup>2</sup>	U	U	Tunisia <sup>1</sup>	C	U
Lesotho	25	15	Uganda <sup>2</sup>	U	U
Liberia	35	12	Western Sahara <sup>2</sup>	U	U
Libya	90	62	Zaire <sup>2</sup>	U	U
Madagascar <sup>1</sup>	U	U	Zambia <sup>2</sup>	U	U
			Zimbabwe <sup>1</sup>	U	20

<sup>1</sup>Makannah, T.J., Methods and Problems of Civil Registration Practices and Vital Statistics Collection in Africa. IIVRS Technical Papers No. 16, p. 17 and 18, July 1981.

<sup>2</sup>United Nations Handbook of Vital Statistics Systems and Methods, Vol. II. Review of National Practices, Series F, No. 35, p. 73, 1985.

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