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**Handbook on civil registration,
vital statistics and identity
management systems:
Communication for development**



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PREFACE

1. The present *Handbook on Civil Registration, Vital Statistics and Identity Management Systems: Communication for Development* provides guidance and assistance to countries to help them to strategically design and carry out evidence based and measurable communication for development activities in support of a comprehensive improvement programme of civil registration, vital statistics and identity management systems. It is the first revision of the original publication issued in 1998.
2. The revision reflects a restructuring in the contents that is conceptually consistent with the *Principles and Recommendations for a Vital Statistics System, revision 3*, which were adopted by the United Nations Statistical Commission at its forty-fifth session in 2014. It incorporates contemporary approaches, good practices, lessons learned and recent developments in the field of *communication for development*, to support programmes' capacity to change behavior and social norms in concerned societies, to increase the levels of civil registration of main life events.
3. A communication for development programme has an important role to play in the improvement of civil registration, vital statistics and identity management systems and should be an integral part of the design and implementation of such a programme. The present *Handbook* provides a step-by-step guide to national statistical offices, civil registration and identity management authorities for undertaking a series of actions, activities, methods, and techniques to develop a successful communication for development programme as a part of a civil registration, vital statistics and identity management systems improvement programme. The actions and strategies suggested in the present *Handbook* should be regarded as guidelines that may be adapted to suit a wide variety of conditions and circumstances in countries undertaking such a programme.
4. The present Handbook is designed for use with the other Handbooks of the series *Handbooks on Civil Registration and Vital Statistic Systems*, which deal with important aspects of civil registration and vital statistics improvement:
 - (a) *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1*;
 - (b) *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management*;
5. The present *Handbook* provides a combination of theoretical underpinnings and practical tools to be used at all levels: national, regional and community, to encourage responsible authorities and the general public to understand, support, take action and promote civil registration of main life events.

Box 1. Definitions

In the context of this *Handbook*, the difference between Communication for Development and a simple Demand Creation strategy should be explained from the very beginning

Demand creation	Communication for development
It comes from marketing and is referring to creating demand for something where either none exists or don't know if it exists and need to test to find out. The demand creation is a unilateral action coming from service provider. It doesn't envisage the full participation of the "target groups" in the process and includes raising awareness of the service and aggressive promotion. In social programmes it is less efficient and effective and doesn't ensure sustainability of the use of the respective service.	It combines social psychology and marketing principles, producing social and behavior change in a specific group, thus ensuring a long-term effect. The core of the approach is the plenary involvement of "target groups", named in this case strategy participants, in the process of development, implementation, monitoring and evaluation of the strategy. The communication for development focuses on existing undesirable behaviors in a certain group and aims to produce change of these behaviors at individual and social levels.

6. The introduction of the *Handbook* describes the background of the establishment of the United Nations Legal Identity Expert Group (UN LIEG), and most importantly, the definition of legal identity. The introduction emphasizes the theoretical considerations to be kept in mind when engaging in communication for development programming. It explains also the need for a long-term, continuous communication for development (behavior and social change) programme to ensure that policy and decision-makers, regional and local authorities, community formal and informal leaders and population at large understand the need and get actively engaged in massive behavior and social change interventions aiming to increase the civil registration of vital events rates at community, regional and national level in target countries.

7. Chapter I provides guidance on the organizational aspects of a communication for development (behavior and social change) programme; it includes the structure of the Communication for Development Office, the importance of coordination, the establishment and major activities of an Inter-Agency Committee, the integration of the communication for development (behavior and social change) programme and the overall Civil Registration, Vital Statistics and Identity Management improvement programme, and the approach to obtaining financial and political support.

8. Chapter II focuses on research, data and behavioral analysis to inform the development of strategies and plans, identifies stakeholders and population groups, analyses the determinants of a certain undesirable behavior in a certain group.

9. Chapter III approaches the main determinants of a certain undesirable behavior, selection of most effective interventions, strategy development, planning for action and messages and arguments to be conveyed.

10. Chapter IV covers the management of strategy development, implementation, monitoring and evaluation, resource mobilization, timeframe and necessary resources, assignment of responsible stakeholders, identification and mobilization of necessary human resources for the communication for development programme.

11. Chapter V describes the technical process of launching, implementation, monitoring, ongoing research, evaluation and adjustment of the communication for development (behavior and social change) programme.

12. Specific recommendations to strengthen the national civil registration and vital statistics systems are contained in chapter VI.

The present *Handbook* was drafted by: (to be added at a later stage)

The following Canadian institutions provided valued information and assistance: to be added at a later stage.

WHY THIS IS IMPORTANT

The need for comprehensive effective civil registration, vital statistics and identity management systems in all countries has long been recognized. Most countries have enabling legislation and have established registration systems. They also have adopted internationally recommended definitions, classifications and tabulation plans. The civil registration, vital statistics and identity management systems in all developed countries are effective and fully operational, and so are the systems in a few developing countries. However, in the majority of developing countries, the civil registration and vital statistics systems are still incomplete and in need of major improvements. Lack of registration completeness is a major problem, and statistics are unreliable and untimely.

Societies today, even the least developed among them, exhibit considerable complexity in interpersonal relations and increasing bureaucratization in dealings between individuals and the State. Hence it is important, to ensure certainty in legal matters, that individuals be provided with probatory instruments which allow them to prove, with ironclad certainty, the facts relating to their existence, identity, and personal and family situation.

Consequently, in the contemporary paradigm, civil registration provides both the certification of identity for a newborn child and also critical entry into the identity management system, whether through the stand-alone population register or, in the case where population registers are subsumed by the identity management system, directly into it. At the other end of the life cycle, civil registration also plays a critical role in notifying the occurrence of deaths to the population register and the identity management system, so that the records can be amended accordingly, and those identities are withdrawn or marked as “deceased”.

The purpose of the present Handbook is to help design and carry out self-sustaining, evidence based and measurable communication for development (behavior and social change) interventions to support a target country's overall improvement programme of CR/VS/IM systems. A well-informed population is only a first step to the timely and accurate registration of vital and civil status events as they occur. Communication for development (behavior and social change) goes beyond information and awareness raising and is addressing the determinants of non-registration by the general public. These have very limited links to lack of information, but are depending on existing social norms, lack of trust, negative attitudes, social and cultural beliefs. The beliefs and social norms influence both service providers and service beneficiaries and have a direct impact on the offer and the demand. The revision of the Handbook balances the use of awareness raising interventions with behavior and social change approaches, ensuring the change in behaviors of individuals and communities. The communication for development begins with advocacy interventions at national level in order to persuade high-level government officials of the necessity of effective and efficient systems. Decision makers need to understand the many resulting benefits and be willing to make firm commitments to provide or raise financial resources for successful reforms to the current systems.

The present Handbook, inter alia, provides advice on how to obtain the cooperation and participation of influential professionals and social groups, such as health and education service providers, medical societies, national-level and community-based organizations, high-level civil registration/identity management/vital statistics officials, legal practitioners, religious, formal and informal leaders.

Since in many countries civil registration is administered in a decentralized manner, registrars at the state/provincial/regional levels should also be fully involved in communication for development programme. It is particularly important to obtain the wholehearted cooperation and assistance of

local registrars in every part of the country. Their help is needed to ensure that the whole population is engaged in communication for development programme, resulting in effective and efficient registration systems.

The recommended actions and strategies should not be regarded in any way as being too complicated for use in developing countries. They are intended only as guidelines to be adapted in accordance with the actual situations and conditions of the country concerned. Many of the recommended actions call for a more dynamic role of the local registrars, who should maintain good working relationship with the community and with the main users of civil registration/ identity management / vital statistics data and information. A more involved local registrar will become part of the solution.

The handbook outlines the most effective interventions to address determinants of non-registration at the target country's level. Thus, the public will be informed on the purpose, requirements, benefits of civil registration, but will be also capacitated and empowered to produce change at the level of their families, neighborhoods and communities. The communication for development interventions will be directed to all levels of the society: national, regional, community (including family and individual). A special attention will be given to the most vulnerable and disadvantaged.

It should be noted that such matters as the review and revision of the legal framework and administrative aspects of systems, as well as the actual writing, preparation and production of instruction manuals for the training of local registrars and statistical personnel, are an administrative/management responsibility, and are therefore outside the scope of the present manual. However, advocacy and administrative communication aiming to change perceptions at the level of local registrars and responsible authorities at all levels is one of the goals of Communication for Development interventions.

The present *Handbook* is directed principally to four categories of officials:

- (a) The policy and decision-making officials at the governmental level who enact the necessary laws and regulations to activate civil registration improvement programmes and allocate the necessary funds to implement an effective programme;
- (b) Decentralized local authorities having direct or indirect influence on CRVS (local government, health, education, police, religious structures etc.)
- (c) The civil registration officers at the central and provincial government levels.
- (d) The Identity Management Officers at the central and provincial government levels

The Handbook outlines the elements of an effective communication for development (behavior and social change) programme in support of the CR/VS/IM systems improvement programme and emphasizes its importance.

The overall registration improvement project should include a long-term, continuous communication for development programme as an integral part of the operation of the civil registration/ identity management / vital statistics systems. A knowledgeable and engaged population will support the timely and accurate registration of vital events as they occur on a continuous and permanent basis.

It is recommended that the communication for development programme adopt a strategy of phased implementation. There needs to be a high degree of coordination and collaboration

among the agencies participating in CR/VS/IM systems and donor agencies. Producers and main users of data and information should also work in a coordinated and collaborative manner to strengthen those important systems that are so relevant to the individual and to the society, including behavior and social change interventions.

An important element in communication for development programme is the assurance of genuine commitment on the part of the Government to maintain the confidentiality of CR/VS/IM data and information, without which the collection of data would become very difficult. Another important element is the compulsory nature of civil registration. As stated in the Principles and Recommendations for a Vital Statistics System, revision 3, a country's civil registration system must be compulsory in order to assure its smooth operation and effectiveness¹. Countries should identify incentives and/or legal provisions to use positive or "negative" motivation in ensuring compulsory civil registration of vital events.

High-quality, permanent and continuous civil registration/vital statistics / identity management (CR/VS/IM) systems provide a number of significant benefits to the individual, to the nation that operates such systems, to regions and communities within the country, and to the world community.

For the individual, the most important benefit is that birth registration permits the production of a certificate that is legal proof of that person's identity, of his/her name, sex, parents' names, and date and place of birth. That permanent legal document serves as a protection of that person's human and civil rights as a member of society.

For the nation, effective CR/VS/IM systems, whether they are operated within a centralized or decentralized administrative system, are essential for the accurate planning of programmes designed to promote the well-being of that country's people. That includes demographic analyses of statistics, which are essential to proper planning for social development, including the design and implementation of public health measures, maternal and childcare, family planning, social security, education, housing and economic development.

Information is available down to the community level on a permanent and continuous basis. Monitoring the natural population growth at various administrative divisions of the country is essential, and a civil registration system serves that purpose.

At the local level, accurate information is essential for proper planning for the needs of the community, particularly for health and education facilities, as well as for housing and the evaluation of labor/ employment requirements. Advocacy efforts both at local and national level can be informed only with credible statistics.

A significant benefit to a country that undertakes a long-term programme of improvements to its CR/VS/IM systems is that effective systems may actually save money. Such programmes as immigration and naturalization, identity management, passport control, national health and social benefits, population registers, education, conscription, identification services and electoral rolls may have requirements with which civil registration must be consistent.²

¹ Principles and Recommendations for a Vital Statistics System, revision 3

² Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1.

There is a compelling argument to be made that if accurate information is not available for government planning purposes, then a great deal of the country's financial resources can be wasted. For example, the Government may use valuable financial resources to build hospitals, schools and housing that are not needed. It may rush construction of such facilities at extra cost because the need for them was not foreseen due to the lack of reliable basic demographic information. Public money that could have been put to good purposes in other needed programmes will have been wasted unnecessarily. If the needed information is not available, the Government may also be compelled to undertake ad hoc demographic surveys, which are very costly and provide indicators only at the macro level. By spending a relatively small amount on improvements to its present CR/VS/IM systems, the Government may save a substantial amount of public money.

Information on the benefits of effective CR/VS/IM systems outlined in detail in the present manual can constitute a valuable element of the communication for development programme, and much of this information should be used in the texts for training handbooks, pamphlets/brochures, press releases and commercial advertising, adapted to the context of the target country. This information can be adapted for various target groups, such as government officials, social and economic planners, demographers, statisticians, health professionals and medical researchers, as well as civil registration staff and vital statistics personnel, local religious, formal and informal community leaders and other key stakeholders. The messages and arguments for each group engaged in the communication for development programme will be identified in a participatory manner and will ensure its adaptation and representativeness for the respective social group.

For the world community, accurate knowledge of a country/region's growth (or decline) of population is most important. Reporting of infectious and chronic diseases to measure the rates of morbidity and mortality is essential for identifying areas that may be in need of aid from the world community. That includes assisting in the medical research that is so essential in the current era of widespread population mobility.

INTRODUCTION

1. BACKGROUND

1. As the *Principles and Recommendations for Vital Statistics, revision 3*, outlines, the essential purpose of civil registration is to furnish legal instruments of direct interest to individuals. Societies today, even the least developed among them, exhibit considerable complexity in interpersonal relations and increasing bureaucratization in dealings between individuals and the State; hence, it is important, to ensure certainty in legal matters, that the individual be provided with special probatory instruments which allow him or her to prove, with ironclad certainty, the facts relating to his or her existence, identity, and personal and family situation.³

2. As mentioned in the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*, vital statistics and civil registration are separate entities, but it is crucial that they be established, maintained and exploited as components of a coordinated and coherent system for registering and producing vital statistics. In addition, the emergence of the interconnectedness between civil registration and identity management systems adds yet one more dimension to the structure of the civil registration and vital statistics system. Civil registration is defined as the continuous/permanent, compulsory, 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 in each country. It is important to highlight the quality of universal in relation to the people's right towards the registration of vital facts. Civil registration is also the source that maintains population registers and identity lists updated in countries where these exist.⁴

3. As the CR/VS and Identity Management Systems are based on the Principles and Recommendations, a new revision of the document was developed and formally adopted in 2014. It is the most recent in a series of updates of the principles and recommendations for a vital statistics system first published in 1953⁵. The first revision was published in 1973⁶; and the second revision was issued in 2001⁷. The newest set of principles and recommendations provides guidance on establishing a functioning system for collecting, processing, and disseminating vital statistics; improving sources of vital statistics, primarily the functioning of the civil registration system and its components; and the role of complementary sources of vital statistics, such as population censuses, household surveys and public-health records.

4. Efficient CR/VS/IM systems were defined as those providing full coverage of live births, fetal deaths, deaths, marriages and divorces occurring within a specific area as well as conferring legal identity to all and managing various dimensions of legal identity and proofs of legal identity. Such systems yield timely, accurate and complete data and information on vital events. It is free of omissions, delayed registrations or double registrations of a single event, and it renders prompt service to the public. It is less vulnerable to misuse, counterfeiting and forgery of vital records, which are of legal and economic value to the individual and the society.

5. The present *Handbook on Civil Registration and Vital Statistics Systems: Communication for Development* replaces the old *Handbook on Civil Registration and Vital Statistics Systems:*

³ <https://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf>

⁴ Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance

⁵ Statistical Papers, Series M, No. 19 (United Nations publication, Sales No. 1953.XVII.8).

⁶ Statistical Papers, Series M, No. 19, Rev.1 (United Nations publication, Sales No. E.73.XVII.9).

⁷ Statistical Papers, Series M, No. 19, Rev.2 (United Nations publication, Sales No. E.01.XVII.10).

Developing Information, Education and Communication and provides theoretical background and tools based on new research in the field of communication and social psychology.

6. An overall CR/VS/IM systems improvement programme should include at least three major components:

- (a) The legal framework, including legislation and regulations (this could include protocols on the release of information);
- (b) The administrative procedures and organization, including management, operation and maintenance (this could include computerization of registration systems, or could be a separate component of the overall programme);
- (c) The communication for development (behavior and social change).

7. The country's current registration systems will have to be examined thoroughly well in advance of the establishment of the Communication for Development Office and the Inter-Agency Committee. That would involve a national in-depth evaluation of the current status of the development of the country's civil registration, identity management and vital statistics systems, and a feasibility study to initiate an overall CR/VS/IM systems improvement programme.

8. There is a difference between civil registration and identity management. Birth and death certificates and other vital events confirmation are an input to identity management system. Focusing just on identity management system will damage the civil registration process in general. In some countries, where focus was made on issuing an ID to everyone, ignoring the civil registration component, the CR/VS will suffer in longer term, not offering correct vital statistics to inform the policies and to contribute to other crucial decisions in the country.

9. The first priority in the improvement programme would be to ensure the registration of births and deaths and to the extent possible of marriage and divorce. The second priority will be to ensure the link between civil registration and vital statistics. And the third priority will be to make sure that civil registration provides proper and timely inputs to the identity management system (ID card, voter card, driver's license etc.). All those involved in the CR/VS/IM processes should understand that legal identity of a person is established by the birth registration and retired by the death registration.

2. UNITED NATIONS STRATEGY FOR LEGAL IDENTITY FOR ALL

a. Introduction

10. Everyone has the right to be recognized as a person before the law, as enshrined in Article 6 of the Universal Declaration on Human Rights and several international human rights instruments.⁸

11. As civil registration establishes the existence of a person under the law, it has been the fundamental means of granting legal identity.⁹ Furthermore, civil registration is recognized as the ultimate source for production of comprehensive, regular and reliable vital statistics.¹⁰

⁸ 1948 Universal Declaration of Human Rights, Articles 6 and 15; 1951 Convention on the Status of Refugees, Articles 25 and 27; 1954 Convention on the Status of Stateless Persons, Articles 25 and 27; 1961 Convention on the Reduction of Statelessness, Articles 1-4; 1965; 1969 International Convention on the Elimination of All Forms of Racial Discrimination, Article 5(d)(iii); 1966 International Covenant on Civil and Political Rights, Article 24; 1979 Convention on the Elimination of All Forms of Discrimination Against Women, Article; 1989 Convention on the Rights of the Child, Articles 7-8; 1990 International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, Article 29; 2006 Convention on the Rights of Persons with Disabilities, Article 18.

⁹ *Principles and Recommendations for a Vital Statistics System*, United Nations publication Sales Number E.13.XVII.10, New York, 2014, paragraph 286.

¹⁰ *Principles and Recommendations for a Vital Statistics System*, United Nations publication Sales Number E.13.XVII.10, New York, 2014, paragraph 279.

12. Concerned by the fact that the coverage of civil registration is not universal and complete in all countries of the world, the 2030 Agenda for Sustainable Development established indicator 17.19.2 – proportion of countries that have achieved 100 per cent birth registration and 80 per cent death registration.

13. Legal identity is widely acknowledged to be catalytic for achieving at least twelve of the Sustainable Development Goals (SDGs). Data generated from civil registration and population registers support the measurement of over 60 SDG indicators. As civil registration establishes the existence of a person under law, it has traditionally been the fundamental means of granting legal identity. Legal identity has a critical role to ensure the global community upholds its promise of leaving no one behind as espoused in the 2030 Agenda.

14. Equally importantly, good governance as promoted by the United Nations and the World Bank invariably includes ensuring the proper and universal registration of the occurrence of all vital events (births, deaths, marriages, divorces...), issuance of certificates that serve as legal tenders and introduce the lifetime legal identity of the individual, the registration that is translated into comprehensive, regular and reliable vital statistics and that represent an input into the identity management system.

15. The assessment of adult population without valid proof of legal identity as well as the number of unregistered children – thus not conferred with legal identity – varies; yet it is certainly considerable. For example, when it comes to fully functioning and universal registration of births and deaths – essential instruments for conferring and retiring legal identity, respectfully – it is lacking in almost half of the world's countries. The World Bank Group estimates that around one billion individuals do not possess proofs of legal identity. UNICEF estimates that around fifty million newborns worldwide are not registered nor conferred with the birth certificate/legal identity in any given year. In many countries, although the civil registration is made, the completeness is questionable.

THE UN LEGAL IDENTITY AGENDA: A “ONE UN” APPROACH

The **United Nations Legal Identity Agenda 2020- 2030 (LIA)**, backed by the Deputy Secretary-General, was launched as a “One UN” approach—with the World Bank Group—to support Member States building holistic, country-owned, sustainable civil registration, vital statistics and identity management systems.

Key objectives:

- to **increase visibility of the UN's efforts around SDG 16.9 as a gamechanger** in accelerating progress by Member States to achieve the SDGs.
- to raise awareness of the cross-cutting the potential negative impacts of not having a legal identity (starting from birth) across the SDGs.

Communications and Advocacy Focus Areas by UN Agencies

Efforts focus on closing the global identity gap—**with a benchmark goal of ‘more than 300 million by 2025’**—and, in turn, providing Member States with the vital statistics and demographic

information needed for socio-economic gains, better public administration, planning and monitoring.

- Goal 1: No Poverty
- Goal 2: Zero Hunger
- Goal 3: Good Health and Well-being
- Goal 4: Quality Education
- Goal 5: Gender Equality
- Goal 8: Decent Work and Economic Growth
- Goal 9: Industry, Innovation and Infrastructure
- Goal 10: Reduced Inequality
- Goal 11: Sustainable Cities and Communities
- Goal 16: Peace, Justice and Strong Institutions
- Goal 17: Partnerships for the Goals

Calls to Action

Through targeted calls to action for commitments at high visibility moments, the UN aims to generate awareness and support for the UN LIA among the development community; as well as call for commitments to join the UN's efforts in supporting Member States to achieve this benchmark goal through the LIA Multi-Partner Trust Fund.

The future Multi-Partner Trust Fund (MPTF) will:

- Facilitate a cohesive approach across the UN systems to respond to Member States' requests for support to strengthen their legal identity policy and programming at all levels.
- Allow major funding and development partners supporting efforts across the UN system to pool resources and maximize investments.

These calls to action present an opportunity to: drive a climate for more concrete policy commitment; galvanize action; and increase public awareness of how and why legal identity is a cross-cutting issue that can be tied to all 17 SDGs—in turn demonstrating why we are at risk of not achieving the 2030 Agenda nor fulfilling our promise to leave no one behind if we do not reach SDG 16.9.

Communications and Advocacy Materials

The coordinated development of communications and advocacy materials in support of the UN LIA that may be developed and/or disseminated, respectively, include:

- advocacy policy asks
- talking points
- press releases
- social media content
- advocacy briefs
- articles, op-eds, blogs
- case studies, country-specific stories, testimonials
- live and recorded video messages
- and other materials

These materials will provide targeted audience groups and other external partners with issue-specific content that can be used, and adapted to country contexts as needed, for engagement and advocacy purposes, demonstrating the fundamental role of legal identity within each respective topic. Additionally, a standard slide deck (PowerPoint) and digital toolkit have been developed for LIEG member agencies to use as a basis when creating presentations or drafting social media/key messages regarding the LIA.

United Nations Legal Identity Expert Group

Recognizing that the issue of legal identity for all is of paramount importance in terms of fulfilling the Sustainable Development Agenda, the United Nations Deputy Secretary-General initiated the establishment of the United Nations Legal Identity Expert Group (UN LIEG) in September 2018, co-chaired by the Department of Economic and Social Affairs of the UN Secretariat (UN DESA), United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF).

The essential purpose of UN LIEG is to ensure homogeneous, harmonized and coordinated approach of all United Nations agencies and programmes as well as the World Bank Group (WBG) in providing advice and support to Member states in ensuring a holistic installation and development of civil registration, vital statistics and identity management systems, starting with developing UN operational definition of legal identity. Thus, it focuses on ensuring that the UN system and the WBG apply both policy and implementation coherence when it comes to supporting countries to strengthen civil registration, vital statistics and identity management systems in a holistic and interoperable manner.

UN LIEG functions under the purview of the UN Sustainable Development Group's Strategic Results Group on SDG Implementation and is around four pillars: (a) Coordinated UN System Wide Approach for Implementation of Legal Identity to Advance the 2030 Agenda; b) Research and Evidence for Country Level Action; c) Communications and Advocacy; and d) Technical Support and Financing Country Level Implementation.

From the normative aspect and mandate, the UN LIEG focuses on expanding the existing international methodological framework on civil registration and vital statistics to cover identity management in one whole system that is ensuring legal identity for all, from birth to end of life.

b. Definitions

16. For the purpose of the operational United Nations definition, legal identity is defined as the basic characteristics of an individual's identity. e.g. name, sex, place and date of birth conferred through registration and the issuance of a certificate by an authorized civil registration authority

following the occurrence of birth. In the absence of birth registration, legal identity may be conferred by a legally recognized identification authority; this system should be linked to the civil registration system to ensure a holistic approach to legal identity from birth to death. Legal identity is retired by the issuance of a death certificate by the civil registration authority upon registration of death.

17. In the case of refugees, Member States are primarily responsible for issuing proof of legal identity. The issuance of proof of legal identity to refugees may also be administered by an internationally recognized and mandated authority.

18. Civil registration is defined 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 requirement in each country. Civil registration is carried out primarily for the purpose of establishing the documents provided by the law.¹¹

19. Proof of legal identity is defined as a credential, such as birth certificate, identity card or digital identity credential that are recognized as proof of legal identity under national law.

20. Population register is defined¹² as “an individualized data system, that is, a mechanism of continuous recording, or of coordinated linkage, of selected information pertaining to each member of the resident population of a country in such a way to provide the possibility of determining up-to-date information concerning the size and characteristics of that population at selected time intervals. The population register is the product of a continuous process, in which notifications of certain events, which may have been recorded originally in different administrative systems, are automatically linked on a current basis. A. method and sources of updating should cover all changes so that the characteristics of individuals in the register remain current. Because of the nature of a population register, its organization, and also its operation, must have a legal basis.

21. While there is no internationally agreed definition of identity management, the term refers to the issuance of a proof or legal identity to each individual by a government authorized entity and the maintenance of systems for managing information and documents associated with such identity.

22. Vital statistics constitute the collection of statistics on vital events in a lifetime of a person as well as relevant characteristics of the events themselves and of the person and persons concerned. Vital statistics provide crucial and critical information on the population in a country.¹³

¹¹ *Principles and Recommendations for a Vital Statistics System*, United Nations publication Sales Number E.13.XVII.10, New York, 2014, paragraph 279.

¹² *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*, United Nations, New York, 2018, available at: <https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/crvs-mgt-E.pdf>, para 65.

¹³ *Principles and Recommendations for a Vital Statistics System*, United Nations publication Sales Number E.13.XVII.10, New York, 2014, paragraph 1.

c. Implementation – general norms

23. Member States should adopt and implement the holistic approach to civil registration of all vital events, production of vital statistics, the establishment and maintenance of population registers and identity management apparatus from birth to death, and there should be full interoperability between these functions in a simultaneous manner, according to international standards and recommendations.

24. In their efforts to establish the legal identity of all persons on their territory, Member States should promote the inclusion of otherwise marginalized and poor communities and should not leave them further behind in the spirit of implementing the essential principle of universal civil registration as per international standards.

25. Member States have the responsibility to recognize all individuals present on their territory as a person before the law, without prejudice to nationality (or lack thereof), legal status, gender or duration of stay, and in the case of displaced persons whose official credentials may have been lost, destroyed or confiscated in the course of human conflict or natural disasters, honor the temporary credentials issued by an inter-governmental body such as the UN Refugee Agency, until such time as the legal identity of the individual is re-affirmed by either the country of origin or the country of refuge¹⁴.

26. Protection of personal data and the rights of the individual to basic privacy and consent with how their data is processed, managed and accessed by both public and private bodies is of fundamental importance. All Member States should adopt comprehensive data protection and privacy laws that secure the identity data of individuals held by states, allow individuals to see how their data is processed and accessed by public and private bodies and for what purpose.

d. Implementation – specifics

27. In implementing the holistic approach to civil registration, vital statistics and identity management, Member States need to guarantee the universal recording of all vital events occurring in the country, primarily births and deaths. This requires ensuring that the network of civil registrars is covering the whole country and that civil registrars, in their role as civil servants, deliver the registration services in a continuous, mandatory and confidential manner. The two major components refer to updated legal framework for civil registration and extending the network of civil registrars to cover all the regions – both clearly identified as government functions and responsibilities.

28. The establishment, operation and maintenance of a population register based on an unambiguous legal mandate provides a necessary mechanism for a number of administrative and statistical purposes. In practice, a population register cannot be described as such without being linked with the registration of vital events, which constitute information fundamental to its updating, together with changes of address. In this respect, population registers are a kind of

¹⁴ The United Nations High Commissioner for Refugees registers and provides proof of legal identity to many refugees, internally displaced persons and stateless persons, in accordance with the relevant international framework, including the 1951 Convention on the Status of Refugees, Articles 25, 27 and 28, the UN Guiding Principles on Internal Displacement, Principle 20, and the New York Declaration for Refugees and Migrants, New York Declaration for Refugees and Migrants, Comprehensive Refugee Response Framework, paragraphs 5 (d) and (f).

continuous census, encompassing the structure of the population at any given point in time, with all modifications occurring within it on a moment-to-moment basis. The essential premise of population registers and their functioning is that the civil registration system is uniquely positioned to provide reliable data to be entered into the population registers. Specifically, population registers are initially built up from an inventory of information on the inhabitants of a certain area (often census information) and the continuous updating of the facts of births, deaths, adoptions, legitimations, recognitions, marriage, divorce, annulments and judicial separations, change of name or sex, and change of residence. An efficient connection with the civil registration authority is therefore a fundamental element for the proper functioning of the population register.

29. In the recent practices of countries and areas introducing and maintaining population registers, assigning a unique identification number, most commonly referred to as a personal identification number, or PIN, to each individual upon birth and retiring it only after the individual's death, has proved to be a critical instrument for ensuring the quality of individual information, the linkages between various registers, the avoidance of duplication and more reliable control of the quality of the registers' content. The importance of the PIN is even more pronounced in the context of identity management mechanisms that are being developed in a growing number of countries for the purpose of issuing secure identification to all. In addition, in Thailand, for example, there is also a house ID, which allow authorities to produce proper statistics related to households.

30. From the point of view of generating regular, accurate, timely and reliable vital statistics, the introduction and functioning of population registers represent a substantial step in the right direction. As noted above, population registers are operated by the government for administrative purposes; this approach results in systematic procedures where all the protocols and responsibilities of all involved institutions (public and private health institutions, registrars, population registers' operators, official statistical offices) are well developed and integrated as everyday routine. Population registers used as a source of vital statistics ensure up-to-date access to individual information, together with an opportunity to link individual information with other sources of data, enhancing the quality of the information in the process.

31. Informants (notifiers) play a critical role in collecting the bulk of information. Consequently, a number of countries specifically designate – through the civil registration law – the health institution or its head as responsible for acting as an informant of births, fetal deaths and deaths occurring in the institution. In practice, it is the staff of the health institution that actually collects the information and fills the form. The form, in turn, may be in paper or electronic. If a paper form, once filled, this is submitted to the registrar's office, where verification of the information in the form takes place. The registrar, as an official of the State, has the authority to request identification documents from the parents, and will check whether name, date of birth and address correspond to those provided in the form. In addition, the registrar will supply any missing information in the form by acquiring it directly from the parents, thus ensuring completeness of the collected data.

32. The process of hospitals reporting events to the local registrar can be very efficient in terms of information quality and timeliness. This may be affected, however, by the extent to which hospitals comply with the requirement to forward notifications to the registrar. This is particularly

relevant in countries where health care is provided by private and public institutions, or where the health sector is fragmented. The procedures of some health institutions may be stricter than those of others. This highlights the importance of defined roles and data-sharing between health and registration authorities (in both directions) to avoid processes that are onerous and discourage completion of registration topics.

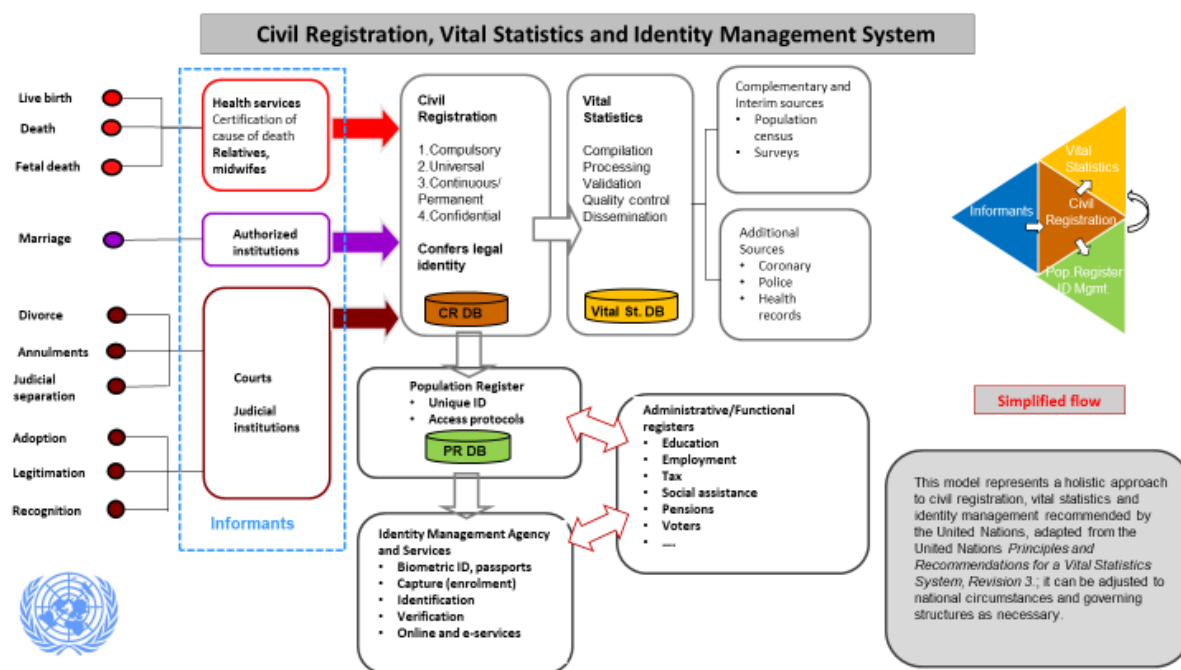
33. In the context of the identity management, the essential purpose of civil registration is to furnish legal instruments of direct interest to individuals. The principal reason for the existence of civil registration – its basic purpose and one that must be facilitated by the State – is to serve as an institution capable of disclosing facts relating to civil status based on technical legal principles, through which individuals can be assured of the legitimacy and authenticity of civil status-related facts in order to accredit them to other individuals or the administration itself, by means of public registration documents known as certifications.

34. Moving on from there, the identity management agency will, in due course, add layers of additional and relevant information, as prescribed by law, including photographs, fingerprints and other biometric elements. The issuance of identity cards or other identity credentials, which, in turn, will give individuals access to government and private services, together with other documents, such as drivers' licenses, passports, bank cards and so forth, will be within the authority of the identity management agency. In a number of countries, the integration of the civil registration system with the identity management system has been a key factor in the creation and maintenance of a secure, efficient and interoperable population data system. This integration has reaped benefits for both the government and individuals in terms of access to social rights, improved control of public expenditures and improved underlying data quality for the production of vital statistics.

35. In countries where the civil registration system has been neglected for prolonged periods of time, the identity management agency will initially have to respond to a particularly substantive challenge: issuing identity documents to living individuals, both adults and children, whose birth was never registered or who never received their birth certificates. Thus the agency will have to develop mechanisms to ensure the registration of every single birth – and every single death – in the country, while at the same time issuing identity documents to those that never had one. This in particular affects late birth registrations that need to be tabulated separately from the current events. It is important to have provisions in the law that allow for the registration of deaths of individuals whose births had never been registered. Ultimately, however, it is expected that the agency will turn its operations into routine procedures for issuing birth and death certificates and identity cards.

36. Another challenge faced by an identity management agency, in particular if it has subsumed the civil registration function, will be to ensure the production of regular, accurate and reliable vital statistics. All the information regarding the occurrence of the event and the characteristics of the relevant stakeholders as per international statistical standards need to be incorporated into the reporting protocols and procedures. Establishing the regular channels of communication with the national statistical authority is yet another critical component of the whole process of instituting a holistic civil registration, vital statistics and identity management system at the national level.

37. The figure below presents a model currently being introduced and implemented in a number of countries developing holistic approaches to this process by linking the civil registration function, identity management and vital statistics function. By its very nature, the civil registration function, in terms of its legal implications, is still distinct as its procedures for issuing legal tenders related to civil status of individuals, by definition, require adequate and strict protocols. The establishment and maintenance of population registers, in this model, go hand in hand with the civil registration function. The vital statistics function remains with the national statistical authority, which is responsible for producing regular vital statistics based on records submitted by the population register or the civil registration agency. The identity management function is firmly incorporated by accessing the population registers and issuing biometric identity credentials at different points in a lifetime of an individual.



38. This holistic model ensures establishing a mechanism for conferring legal identity to all in a continuous, universal and inclusive manner, from birth to death, which also allows for building upon the interoperability of the system in terms of providing access to all the services in effective and equal fashion and developing other registers for different purposes using the same definitions, classifications and overall methodology. Countries are advised to adopt this longitudinal solution of simultaneous build-up of civil registration and vital statistics and identity management systems based on unique legislative foundations and overall methodology.

3. PURPOSE OF THE HANDBOOK AND OVERVIEW OF THE CONTENTS OF THE HANDBOOK

39. The purpose of the present *Handbook* is to help design and carry out self-sustaining, evidence based and measurable communication for development (behavior and social change) interventions to support a target country's overall improvement programme of CR/VS/IM systems. It outlines actions to be taken on a step-by-step basis to develop successful behavior and social change programmes.

40. The current revision of the original *Handbook* issued in 1998 is restructured to be consistent with the *Principles and Recommendations for a Vital Statistics System, revision 3*, which were adopted by the United Nations Statistical Commission at its forty-fifth session in 2014.

41. While the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1*, put a strong focus on the coordination and communication between the civil registration, vital statistics and identity management systems, the *Principles and Recommendations, revision 3*, include clear provisions on the importance of communication and effective motivation of the general public to register their life events: "Without the public's being motivated to register events promptly and accurately, civil registration and vital statistics systems will not function properly. Every effort should be made to inform the members of the public of: the reasons why they should practice timely and accurate registration; their obligations in this regard; and the benefits of compliance for both individuals and society. The general public needs to know where, when and how to register vital events, and needs to appreciate why they must do so"¹⁵. Thus, the current *Handbook* builds on the above recommendations and applies the behavior and social change tools (communication for development) for effective programming. The *Handbook* includes new, research-based approaches in the field; incorporates good practices and lessons learned in order to support target countries in achieving high civil registration rates of vital events.

42. Chapter I provides guidance on the organizational aspects of a communication for development (behavior and social change) programme; it includes the structure of the Communication for Development Office, the importance of coordination, the establishment and major activities of an Inter-Agency Committee, the integration of the communication for development (behavior and social change) programme and the overall Civil Registration, Identity Management and Vital Statistics improvement programme, and the approach to obtaining financial and political support.

43. Chapter II focuses on research, data and behavioral analysis to inform the development of strategies and plans, identifies stakeholders and population groups, analyses the determinants of a certain undesirable behavior in a certain group.

44. Chapter III approaches the main determinants of a certain undesirable behavior, selection of most effective interventions, strategy development, planning for action and messages and arguments to be conveyed.

45. Chapter IV covers the management of strategy development, implementation, monitoring and evaluation, resource mobilization, timeframe and necessary resources, assignment of

¹⁵ *Principles and Recommendations for a Vital Statistics System*, Department of Economic and Social Affairs, Statistics Division, Statistical Papers, Series M No. 19/Rev.3, page 145, para 641.

responsible stakeholders, identification and mobilization of necessary human resources for the communication for development programme.

46. Chapter V describes the technical process of launching, implementation, monitoring, ongoing research, evaluation and adjustment of the communication for development (behavior and social change) programme.

47. Specific recommendations to strengthen the national civil registration, identity management and vital statistics systems are contained in chapter VI.

48. Annexes I-XII outline in detail many of the components of the communication for development programme and some country best practices or examples of applied tools.

4. THEORETICAL FRAMEWORK

a. Communication for development

49. In 1997, through Article 6 of General Assembly Resolution 51/172, the United Nations adopted the following formal definition of communication for development: “Communication for development stresses the need to support two-way communication systems that enable dialogue and that allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development”¹⁶.

50. In 2006, the Rome Consensus from the World Congress on Communication for Development¹⁷ defined Communication for Development as a social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels, including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communications.

51. Communication for Development is a systematic, planned, and evidence-based approach to promote positive and measurable behavioral and social change¹⁸. Communication for Development is an approach that engages communities and decision-makers at local, national, and regional levels, in dialogue toward promoting, developing, and implementing policies and programs that enhance the quality of life for all. Communication for development uses dialogue and empowerment to tools to engage populations, especially those marginalized or most at risk. Communication for development aims to strengthen the capacity of communities to identify their own development needs, assess the options and take action, and assess the impact of their actions in order to address remaining gaps.

¹⁶ United Nations General Assembly Resolution: 51/172

¹⁷ World Congress on Communication for Development: Lessons, Challenges and the Way Forward, World Bank, Washington DC, 2007.

¹⁸ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes, UNICEF, New York, 2015

52. Communication for Development strategies that promote behavior and social change are particularly relevant and, in many cases, essential to development programmes as they seek the achievement of the SDGs and the broader realization of the rights of children, women and men. Communication for development strategies and approaches are required to help provide community members with the essential information and to help develop the skills and self confidence that they require to make informed decisions on issues that affect their lives and their well-being. Supportive policies and legislation, resources and service delivery systems need to be introduced and strengthened. But unless engagement and empowerment of the population is ensured, legislative reform and service and supply efforts on their own, will have limited long-term impact.

53. Sustained behavior and social change is effective only when combined with changes in the broader socio-economic environment within which families and communities live.¹⁹ This includes addressing underlying and contextual factors such as government policies, inequalities, and systems of representation as well as issues related to poverty, discrimination, and sustainable livelihoods. Within an enabling environment, Communication for Development strategies and programmes can help promote lasting changes in values and practices; in traditional, cultural and religious beliefs; in attitudes and perception; in gender relationships; and in the power dynamics within and among communities. These changes often take time, are challenging to measure and require sustained effort and application of resources. The need for them is often underestimated by governments, development agencies and donors.

54. Formerly known as Information, Education, Communication, Communication for Development uses research and consultative processes to promote human rights, mobilize leadership and societies, influence attitudes and support the behaviors of those who have an impact on the well-being of concerned families and communities.

55. The current thinking in communication for development, across academia and practice, draws upon key human-rights principles – participation, equality, non-discrimination, indivisibility and interdependence. Participation of stakeholders throughout the communication for development strategic process allows for local and cultural specificities and perspectives to be included in the design, testing and planning of communication strategies. Among the many models used for behavior and social change, UN has adopted an approach that integrates the best elements from several models, while also ensuring that key principles of human rights, gender equality and results-based standards, are addressed.

56. Under this perspective, participants are no longer perceived as passive recipients of information (audience, target group) but as relevant actors of a communication process aimed at realizing their rights. The full range of communication means (from mass media to interpersonal communication, from traditional to new technologies, from printed to digital etc.) are considered, combined and used as they fit the specific purpose of an intervention while respecting such principles. Applying these principles also require the development of partnerships with a broad range of stakeholders, the use of evidence to inform programme design and implementation monitoring, the adoption of Results Based Management principles

¹⁹ Adapted from UNICEF Communication for Development Position Paper. <https://www.unicef.org/cbsc/files/C4D-Position-Paper.doc>

and the capacity reinforcement of the different participants in order to fulfill their roles, with particular attention to the capacities, self-efficacy and confidence of women and men.

57. Communication for development uses a combination of strategies including advocacy, social mobilization, behavior and social change communication, and a mix of interventions focused particularly at the community and household level, to facilitate the process of behavior and social change. Communication for Development will facilitate political support to shape and implement policies and ensure adequate allocation of resources, by amplifying community voices and connecting them to upstream policy advocacy; will motivate and mobilize civil society, community based organizations, religious leaders and social networks to help traditionally excluded groups to claim their rights; and will empower households and communities to make best decisions in the interest of their and their community well-being.

b. Social ecological model

58. Communication for development is a concept based on several theoretical models. The main theory behind is linked to the Social Ecological Model.

59. The Social Ecological Model (SEM)²⁰ is a theory-based framework for understanding the levels of influence on an individual behavior. This model shows clearly that changes at individual and social levels may happen only when all 5 hierarchical levels of SEM are involved and contribute to these changes. The 5 levels of the SEM are: Individual, interpersonal, community, organizational, and policy/enabling environment.

²⁰ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015



60. The individual level of the SEM refers to the characteristics of an individual that influence behavior, including knowledge, attitudes, behavior, self-efficacy, developmental history, gender, age, religious identity, racial/ethnic identity, sexual orientation, economic status, financial resources, values, goals, expectations, literacy, stigma, and others.

61. The interpersonal level focuses on the formal and informal social networks and social support systems that can influence individual behaviors, including family, friends, peers, co-workers, religious networks, customs or traditions.

62. The community level includes relationships among organizations, institutions, and informational networks within defined boundaries, including the built environment (e.g., parks), village associations, community leaders, businesses, and transportation. While community is a complex concept that is not exclusively nor necessarily linked to geographical boundaries (i.e. online communities), this *Handbook* mainly refers to a community within the geographical boundaries of a primary registration area, provided that the registration office is accessible to every segment of the population in the area. However, attention should be paid to the fact that different communities may coexist within one same geographical area. Specific approaches may be required for each if there are significant differences in their respective systems of values, beliefs, norms, etc.

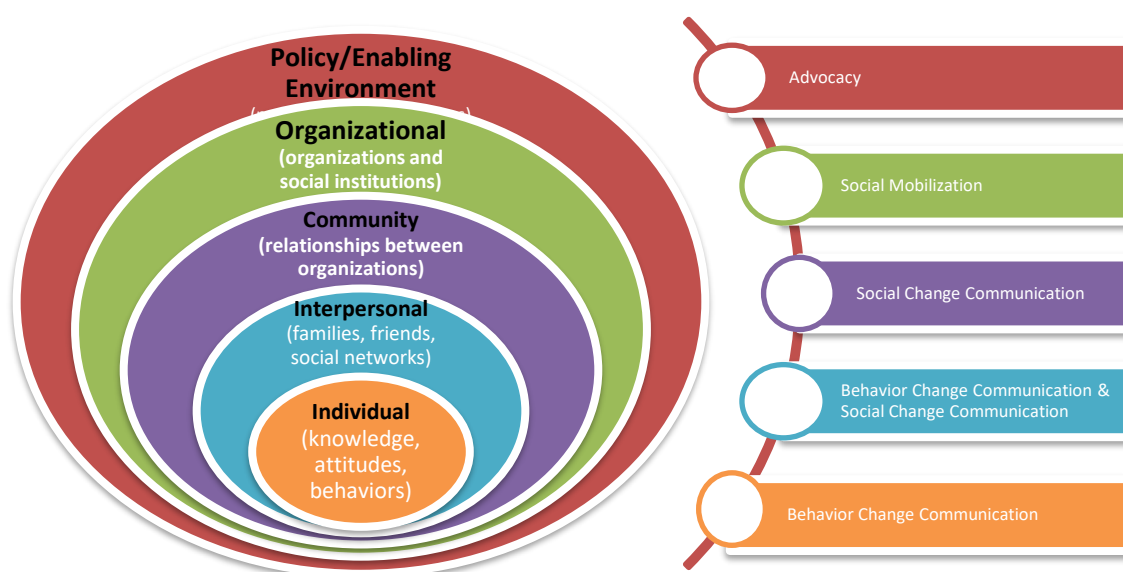
63. The organizational level concerns organizations or social institutions with rules and regulations for operations that affect how, or how well, for example, civil registration services are provided to an individual or group.

64. The policy/enabling environment level covers local, state, national and global laws and policies, including policies regarding the allocation of resources for CR/VS/IM systems and

access to civil registration services, restrictive policies (e.g., high fees or taxes), or lack of policies that link registration to the access to certain services.

65. The SEM emphasizes the vertical and horizontal interactions between, and interdependence of factors within and across all levels of a development problem. It is completed by a number of theories and models that provide analytical frameworks and cues for action at each of the levels.

66. 50. The link between communication for development approaches and the social ecological model is shown in the picture below:



67. By applying a combination of these strategies through a systematically planned and evidence-based process, communication for development can make a significant contribution to measurable results in areas like:

- Increased knowledge about the benefits of CR/VS/IM systems and the obligations associated to them.
- Increased recognition of the importance of CR/VS/IM for the satisfaction of human rights and for governance and improved attitudes towards civil registration.
- Increased demand and utilization of civil registration services.
- Increased support to civil registration by family, friends, peers, religious networks etc.
- Shifts towards supportive customs, traditions and social norms, including the culture-sensitive design of services and procedures.
- Increased community engagement in dialogue, planning and action for the improvement of civil registration.
- Enhanced engagement, mobilization and coordination of stakeholders' coalition to develop and implement communication strategies for improving civil registration.
- Enhanced capacities at different levels for planning, budgeting, implementing, monitoring and evaluating a demand creation programme in support of CR/VS/IM systems, including the attitudes, interpersonal skills, and commitment of front-line workers in promoting civil registration.

- (i) CR/VS/IM policies, plans, services, responsive to community demands, with particular attention to the vulnerable and hard to reach groups.

68. A number of behavior and social change theoretical models are used by communication for development professionals. They include the Health Belief Model, Stages of Change (Transtheoretical) Model, Theory of Planned Behavior for the individual level; Social Cognitive Theory, Social Norms Theories, and Social Network and Social Support Models for the interpersonal level; Community Organization and other Participatory Models, Diffusion of Innovations Theory, Communication Theory, Social Marketing Theories and the Social Network and Social Support Models for the community level; Theories of Organizational Change, of Community Organizing and Development, and of Social Movement for the organizational level; and Agenda Setting Theory for the policy level²¹. Whilst such theories and models are not described in this handbook, they constitute the ground for the guidance and approaches contained in it. People involved in formative research, communication analysis and CR/VS/IM communication for development programming from a technical role should be familiar with theories and/or rely on external expert assistance for selective and appropriate application of theory. As a minimum, *the Transtheoretical Model and the Diffusion of Innovation Theory* should be considered when developing a communication for development strategy. The use of theoretical models will be explained further in the handbook.

c. Steps for developing and implementing a strategic communication programme

69. There are certain basic components to consider when developing a communication for development programme. The figure below summarizes the five steps that comprise the majority of strategic planning models²²:

²¹ Adapted from Theory at a Glance, A Guide for Health Promotion Practice. National Cancer Institute, US Department of Health and Human Services, 2005. and from UNICEF Communication for Development Strategic Vision and Policy Framework for Implementation of UNICEF's Strategic Plan 2014-2017.

²² Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015



70. In addition to these five steps, the establishment of managerial responsibilities and of communication coordination mechanisms, partnerships and task forces can be considered an overarching component of the process.

71. Partnerships and coordination are particularly relevant in the case of communication for development for CR/VS/IM systems because of the different systems concerned, including not only Civil Registration, Vital Statistics and Identity Management systems, but also a wide array of users and contributors. It is paramount for the communication for development programme to maximize the existing assets and build on the integration with different existing programmes like health education, child protection or human rights education. For this reason, the choice for partners and the smooth operations of coordination mechanisms are critical to the success of the programme.

72. Evaluation and re-planning should drive the adjustments to the current programme or the design of new programmes, therefore leading to a process of reflection and action.

73. Participation and involvement of stakeholders, including the population expected to use civil registration services, in all steps of the programme process is important to enhance ownership and sustainability and to bring different perspectives and capacities into analysis, planning and action.

74. This Handbook provides detailed guidance for the different actions to be taken within every step of the process.

5. BENEFITS OF HIGH-QUALITY CIVIL REGISTRATION / IDENTITY MANAGEMENT / VITAL STATISTICS SYSTEMS

75. In Europe, many countries have advanced population registration systems that yield statistics for municipalities of all sizes. Such systems are particularly useful to identify persons who reside in each municipality or district who are eligible to vote in those jurisdictions or who are liable for taxation there, and population mobility. The population registers receive a continuous flow of information from civil registration systems, which enables them to update their information and keep the population registers up to date, and also allows for the continuous updating of electoral lists

76. Many nations all over the world use civil registration information as the basis for a national identification system of the residents/citizens of their countries.

77. Such information has been extremely valuable to the electoral system, by providing accurate up-to-date lists of persons qualified to vote at various electoral levels: for president, for members of parliament at the national or state/provincial level, and for candidates for municipal offices. In fact, a civil registration system that yields exact and accurate information contributes greatly to the accuracy of the electoral rolls and to the efficient organization and monitoring of elections.

78. At the international level, accurate and comprehensive vital statistics provide for comparison and evaluation of the differences between countries and regions, and for tracing the demographic stages of progress in geographic, social, political and economic conditions in the process of social and economic development.

79. Some countries, such as Chile, centralize a variety of government services under their civil registration administration, including the issuance of identification cards with advanced security features, including fingerprints, and the issuing of visas and passports. The individual's personal identification number may be linked to a variety of social security benefit programmes, including pensions. In other countries, especially in Eastern Europe, the use of religious services (christening, weddings, funerals etc.) are conditioned with the presentation of an official civil registration certificate (birth, death etc.).

80. Centralization of registration services may also include issuance of citizenship, immigration and emigration documents and visas, which could well result in cost-effective efficiencies.

81. In general, registration records of vital events are intended primarily as legal documents of direct interest to the person concerned. Individual records also serve as the starting point of a number of operational programmes, particularly in public health, family planning, medical research, maternal and childcare programmes, historical demography, genetic and epidemiological studies.

82. Death records are of particular importance in public health, for identifying the magnitude and distribution of major disease problems. Data from those records provides the starting point for

epidemiological studies concerning highly infectious diseases, such as Ebola, AIDS, polio, malaria etc. In the same time, death registration allows governments to better plan pension fund, to adjust the list of voters etc.

83. The information on the causes of death is essential for medical research into such major health concerns as cancer and heart disease.

84. Death records are often the initial indicators of the existence of epidemic and infectious diseases that need immediate control measures. Since records would be coded geographically, including by municipality, it would be possible to give information on causes of death in a municipality to civic officials to assist them in carrying out their responsibilities.

85. In areas where major epidemic diseases (such as smallpox, malaria, yellow fever and the plague) have been eradicated, the appearance of one of these diseases as a cause of death should immediately trigger action to immunize or treat persons who may have been in contact with the diseased person during the illness that led to death. The registration of deaths in this case is not only of statistical importance, but also of vital individual importance for community members in the respective region.

86. Death records are also of use in public safety and accident prevention programmes, and in purging files dealing with social security, morbidity case registers, electoral lists, taxation and military service files. They are also used to identify the need for programmes for the prevention of infant and maternal deaths.

87. Mortality statistics provide information on the magnitude and distribution of major diseases and health problems, and are useful in planning, conducting and evaluating control or prevention programmes. Statistics on death from drug use and poison have been crucial in obtaining the passage of legislation to protect people. Drug rehabilitation and poison control centers have been opened, and public education programmes have been launched to alert the public to those dangers.

88. Mortality studies reveal a widening sex difference in life expectancy in developing countries, which has implications for the increase in the number of female heads of household. Maternal and infant mortality studies require high-quality registration data. Research into the spread of AIDS, including the perinatal transmission of that disease, is dependent on reliable cause of death statistics. The availability of mortality data for small political subdivisions has helped in delineating health problems and formulation of relevant policies. The subnational data on cause of death has enabled health planners to focus on the specific morbidity conditions of different communities and even ethnic groups. Road accidents, violence and suicide continue to be important causes of death among young adults in some countries. However, the assessment of the gravity of the situation would be pure speculation unless figures are available from a vital registration systems.

89. For administrative purposes, birth records are used for many public health programmes, such as vaccination and immunization.

90. Birth records can also identify women who have had several live-born children, and who may thus be eligible for family planning programmes.

91. For understanding the dynamics of fertility, data on the mother's age and education, family size and composition has a significant influence on total fertility, and thus can be instrumental in developing policies to limit the size of families.

92. The rapid growth of population in many countries has become a matter of serious concern and has led to the adoption of family planning measures, which require accurate fertility data.

93. 88. Genetic studies and comprehensive studies of infant mortality and family reproductive histories are useful for research when birth records are linked with those of infant death.

94. Statistics on birth, fetal, maternal and infant deaths are most important to maternal and child-care programmes. Such data, classified by place of occurrence (hospital, home and urban rural areas), birth weight, gestation age, parity and age of the mother, provide useful information for planning, operating and evaluating services to prevent maternal and infant deaths.

95. Birth records are the starting point in public health care programmes for the post-natal care of mother and child. They serve as a basis for visits by public health nurses to teach mothers how to care for their newborns, to arrange for special care for premature infants, for vaccinations and immunization, and for the identification of congenital malformations and other conditions that require medical attention.

96. Marriage and divorce records are used in social and demographic studies to assess the dynamics of the social and demographic progress on a local, national or regional level. Marriage and divorce registration would offer a bigger protection of women's rights in marriage and in the process of divorce. This will contribute to a better protection of child rights, ensuring the responsibility of parents towards their children after divorce. The official registration of marriages, in combination with clear punitive system, could prevent child marriage. The statistics collected in this case may trigger changes in the legal provisions and measure the impact of various demographic programmes (eg. increase of the age at marriage in men and women).

97. In the demographic field, the uses of vital statistics data include the preparation of population estimates and projections and studies of various characteristics of the population, as well as studies of mortality, fertility and nuptiality. That data is essential for the construction of life-tables and is used for the planning, implementation, monitoring and evaluation of programmes in maternal and child health care, education, housing and social security.

98. Records of vital events and civil registration can be used for genealogical research to trace the lines age of persons interested in documenting their family trees. Special genealogical certificates can be issued, which will bring in additional revenue.

99. A good civil registration/vital statistics system can provide invaluable information to assist in the design and implementation of effective programmes to combat inequalities among various population groups.

100. The basic data for the calculation of various indices of mortality is obtained from vital statistics. For the purpose of international comparison, the World Health Organization has recommended that the infant mortality rate, life expectancy at birth, the crude death rate and the proportionate mortality rate at ages 50 years and over be used to measure the levels of health.

101. Reliable information from birth and death records is used in the development of public policies and programmes, particularly with regard to the identification of subgroups of population needing medical, health and nutrition programmes, family planning, maternal and child-care programmes and other services. It is understood that for this purpose death registration must be done immediately, say within 24 hours of its occurrence or so, so that the information is quickly processed and made available. Backlogs of three, four or more years of death records will not help that purpose, and death statistics will be useful for historical purposes only.

102. That the use of information in civil registration vital statistics records is very important to monitor a country's population policy goal attainments is supported by a 1993 report²³. The report found that demographic data from civil and vital event registration played an important role in the development of a country's policies and programmes on population, environment and socio-economic development, and in the monitoring and evaluation of those policies.

103. It was found that in order for those policies to be effective, the country must set targets for regions, provinces and even communities. In that regard, vital statistics obtained from civil registration have clear advantages over survey data because they permit time-series estimation of fertility and mortality at the national and subnational levels. In addition, civil registration provides further insights into trends, such as trends in infant mortality, for which data can be tabulated by infants' age in days, weeks and months.

104. Estimated annual population by age and sex is required not only for use as denominator for computing age-specific fertility and mortality rates, but also for other aspects of development planning, such as employment and housing, transportation and education, as well as for the computation of per capita gross national product. When reliable vital statistics are available and international migration is measurable, yearly estimates of population may be obtained from a simple equation utilizing census data. Also, since the coverage of both population census and the civil registration system is such that they provide data at subnational and even community levels, reasonable estimates may be obtained for localities and communities. Those data are now in very high demand by the private sector, while town planners and local administrations have always been seeking data at that level.

105. At the international level, accurate and comprehensive vital statistics provide for comparison and evaluation of the differences between countries and regions, and for tracing the demographic stages of progress in geographic, social, political, and economic conditions in the process of social and economic development.

²³ See "Uses of civil registration records and vital statistics in population policy making and evaluation", paper prepared by the Statistics Division, Economic and Social Commission for Asia and the Pacific (ESCAP), presented at an East and South Asian workshop on accelerating the improvement of CR/VS systems, held at Beijing in 1993.

106. To monitor the achievement of that worthwhile goal, accurate information from comprehensive, effective civil registration, identity management and vital statistics systems must be available.

107. Birth registration is essential because it is the inalienable right of every child to have legal identity. That principle is expressed in article 24 of the United Nations International Covenant on Civil and Political Rights, in which it is stated that every child shall be registered immediately after birth and shall have a name. Another covenant, on consent to marriage, minimum age for marriage and registration of marriage, proclaims that all marriages shall be registered in an appropriate official register by the competent authority. The link between human rights and registration of vital events was emphasized in the World Population Plan of Action adopted in 1974²⁴.

108. The Plan of Action identified a number of areas requiring research in order to fill existing gaps in knowledge, one of which was the collection, analysis and dissemination of information concerning human rights in relation to population matters, and the preparation of studies designed to clarify, systematize and more effectively implement those human rights.

109. The human rights concerned were for the most part those set forth in the Universal Declaration of Human Rights, the Declaration on the Rights of the Child, and the two international treaties known as the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights.

110. The United Nations also adopted the International Convention on Elimination of All Forms of Racial Discrimination²⁵, and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)²⁶.

111. In 1976, the International Covenants on Economic, Social and Cultural Rights and on Civil and Political Rights came into force as legally binding instruments of international law.

112. However, because registration systems do not operate effectively, in many countries a large number of individuals are deprived of the right to proof of birth, marriage, divorce, death, which would establish the person's name, age, marital status etc. and eligibility for civil and human rights. Safeguarding the right to civil registration is necessary to protect human rights. In this sense, for women and individuals belonging to minorities, quality CR/VS/IM are paramount in both identifying and solving inequities in accessing services and participating in civic rights. Maintaining a quality CR/VS/IM system can have disproportionately positive benefits for women

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http://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/E_CONF.6_O_19_Plan.pdf

²⁵ <https://www.ohchr.org/EN/ProfessionalInterest/Pages/CERD.aspx>

²⁶ <http://www.un.org/womenwatch/daw/cedaw/>

and girls²⁷. A legal record can help women retain their share of assets and other protections in the event of divorce. A marriage certificate can provide legal backup for a widowed woman to exercise inheritance rights. Registering girls at birth and recording their marriages can reveal early and forced marriages and provide women with the possibility of legal recourse. Indeed, having individual legal identity allows women to exercise rights and responsibilities.

113. Article 10(2) of the Covenant on Economic, Social and Cultural Rights provides that special protection should be offered to the mother during a reasonable period before and after childbirth. If the birth of a baby is not registered at once, then there is no link made to the medical care unit that deals with child and maternal healthcare. There, nonregistration could deny the right of the mother to such "special protection".

114. Data from death registries guide in the development of public health programmes designed to protect and improve the health of the whole population. Such programmes are necessary to ensure that, as provided in article 12(2)(a) and (c) of the Covenant, States can take the steps necessary for the healthy development of the child and the prevention, treatment and control of epidemic, endemic, occupational and other diseases.

115. Child marriages have been prohibited under the Universal Declaration of Human Rights, which states that men and women of full (marriageable) age have the right to marry. Full marriageable age in that context means the age set by law of the country where the marriage is to take place as the minimum age for marriage, a minimum designed to prohibit child marriage.

116. The State can determine if each intending spouse is of "full age" to marry in accordance with the country's laws if both the bride and the groom are required to produce birth certificates to prove that they have met the age qualification for entering into a legal marriage. Since it contains information on parental filiation, the birth certificate can also provide proof that the intending spouses are not related by blood to the degree that would deny them the right to marry on the basis of consanguinity. In a monogamous society, if a party to an intended marriage had previously been married, a death certificate for the previous spouse or a certificate of divorce would provide evidence of eligibility to remarry.

117. Other benefits of civil registration/identity management/vital statistics include their importance in human rights to a nationality, family and parental support, food and nutrition, education, employment, and the rights to vote and stand for election, to own property and to migrate.

118. Vital records are a potent force in the exercise of human rights, and people should be made aware of the ways in which those records are important in their lives.

119. In 2015 the global community committed for the time period 2016-2030 to achieving new global Sustainable Development Goals (SDGs) that seek "to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind". The agenda, delineated by the United Nations General Assembly Resolution, A/RES/70/1 (2015)

²⁷ <http://www.data2x.org/partnerships/crvs/>

“Transforming Our World: The 2030 Agenda for Sustainable Development”, contains 19 goals and 169 targets. The final list of proposed SDG indicators proposed by the Inter-Agency and Expert Group on Sustainable Development Goal Indicators (IAEG-SDGs) included 230 indicators (United Nations 2016), 67 indicators of which can be measured effectively by using data derived from well-functioning CR/VS/IM systems. Some targets and indicators are directly related to CR/VS/IM, such as measuring the “proportion of children under 5 years whose births have been registered with a civil authority”²⁸. There is also a clear indicator, 16.9, which states “By 2030, provide legal identity for all, including birth registration”²⁹.

120. It is hoped that educating people on the role that civil registration plays and engaging people and communities in promotion of civil registration will help to strengthen it throughout the world, and also improve the vital statistics derived from vital records. In addition, civil registration should be considered a national institution for the promotion and protection of human rights.

121. A country that operates a population register or wishes to establish one relies heavily on the notifications of vital events recorded in the civil registration system to update its files. Therefore, accuracy and reliability of the population register is contingent upon the reliability of civil registration records.

122. A population register should not be confused with a civil registration system. The latter is an individualized data system that is used to continuously record and/or coordinate linkage of selected information about each member of the resident population of a country or area, thus making it possible to determine current information about the size and characteristics of the population at selected time intervals.

123. A population register contains an inventory of the resident population of a country. Characteristics recorded could include the name, sex and age of the individual, as well as the facts of birth, marriage and death, adoption, legitimation, divorce, level of education, residence and occupation.

124. Updating of such a register is a continuous process in which the notification of certain events recorded in different administrative systems, such as civil registries, is automatically linked to a population register on a current basis.

125. For a detailed list of the uses and benefits of civil registration/vital statistics/identity management systems, see paragraphs 80 to 112 of the *Handbook of Vital Statistics and Methods, vol. I, Legal, Organizational and Technical Aspects*.

²⁸ Mills, Samuel, Carla Abouzahr, Jane Kim, Bahie M. Rassekh, and Deborah Sarpong. 2017. Civil Registration and Vital Statistics (CRVS) for Monitoring the Sustainable Development Goals (SDGs). Paper prepared for the eLearning course on Civil Registration & Vital Statistics Systems.

²⁹ https://unstats.un.org/unsd/demographic/crvs/Global_CRVS_Docs/news/CRVS_and_the_SDGs_2016.pdf

CHAPTER I. ORGANIZATIONAL ASPECTS OF COMMUNICATION FOR DEVELOPMENT FOR EFFECTIVE CIVIL REGISTRATION, VITAL STATISTICS AND IDENTITY MANAGEMENT SYSTEMS

Overview of Chapter I:

Development of the initial plans and the basic framework of the Communication for Development programme requires not only a high degree of expertise in a wide variety of fields, but a measure of creativity and original thinking. The following steps should be followed:

- a. Setting up a Communication for Development Office;
- b. Establish an Inter-Agency Committee and a Communication for Development Sub-Committee;
- c. Identification of problem areas, social and behavioral barriers to registration, determinants of a successful registration process;
- d. Setting the priorities;
- e. Development of the impact goals;
- f. Formulation of a preliminary national communication for development concept;
- g. Obtaining government approval and commitment of resources from the government and development partners;
- h. Setting specific behavioral and social change objectives, results and indicators for the various participant groups in the different levels of the Social Ecological Model;
- i. Development of a comprehensive strategic approach for behavior and social change, with due regard to the most deprived and marginalized;
- j. Identification of best interventions;
- k. Development of key messages, supporting information, communication materials and dissemination plan;
- l. Development of the communication for development implementation plan;
 - i. Development of a comprehensive media campaign, using all media and other communication tools;
 - ii. Development of training materials, planning and organizing capacity building activities;
 - iii. Establishment and operationalization of coordination mechanisms at national, regional and community levels;
 - iv. Identification and mobilization of human resources, particularly the formalization of roles and responsibilities of actors involved in the programme and definition of accountability and supportive supervision mechanisms for communication and community participation;
 - v. Development of a monitoring and evaluation framework and tools;
- m. Collecting implementation data and impact information, monitoring the implementation and ensuring the correction of the implementation plan, if needed.

1. ORGANIZATION AND MANAGEMENT OF COMMUNICATION FOR DEVELOPMENT CONCEPT NOTE

a. Role in the civil registration, identity management and vital statistics systems

126. The development of an effective communication for development programme is essential for successful improvements to a country's CR/VS/IM systems. Organization and establishment of the Communication for Development Office should be an integral part of the entire process, from initial planning to finalization of a national plan of action. If the government shows hesitancy, development partners may support it to achieve planned results. For example, in Mozambique, development partners supported the government to hire communication experts and develop a communication for development strategy.

127. The communication for development programme should be designed to increase the rates of civil registration among the public in general, and in particular among people in areas where it is known that vital events are greatly underreported; The programme will motivate people to make timely registration of such events and accept it as a regular part of their lives. It will be aimed also on overcoming the barriers impeding proper life events registration, engaging and empowering populations, communities, CR/VS/IM authorities, civil society, religious, formal and informal leaders to actively promote civil registration

128. The other elements of an overall registration improvement programme are essentially more of an administrative/management nature, resulting in changes to the legal, administrative and technical aspects of the CR/VS/IM systems, which are dealt with in the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision I* and the *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management*.

129. But if people do not perceive registration as necessary and don't know the benefits of registration, if they lack the ability or the self-confidence to effectively register vital events; if they are not supported by their family, peers and communities; and if opportunities are not available for communities to influence the delivery of civil registration services and build trust between service users and providers, then any administrative changes in civil registration will not by themselves result in a significant improvement in terms of increased coverage. Generating demand for registration must be a long-term, continuous process that addresses the different levels of the Social Ecological Model and combines mass media and direct promotion with sustained communication interventions where dialogue and interpersonal communication play a central role. In Peru, a great example of taking into account the needs of local populations was employed, the authorities issuing the certificates both in Spanish and in the local language.

130. In communication for development programme, there are two crucial elements: effectiveness and efficiency. They should be given consideration at every step of the planning, implementation, monitoring and evaluation process. Effectiveness means doing the right things, focusing on the results to permanently measure if actual results meet the planned results.

Relevant implications for a communication for development programme include the importance of selecting specific behavior and social change results based on an analysis informed by evidence; developing monitoring and evaluation frameworks, mechanisms and tools that can actually track behavioral and social changes; and taking corrective action as necessary based on such information. Efficiency means doing things right. It focuses on the process and aims at optimizing the use of resources, which means getting the maximum outputs with the minimum resources. In the case of a communication for development programme for CR/VS/IM systems, efficiency particularly appeals to the essential role of stakeholders' coordination, integration of communicational content and interoperability of programmes. A comprehensive programme based on communication for development approaches requires concrete capacities at central and decentralized level. Maximizing the use of all the existing assets will be paramount for the success of the programme.

131. The design of the communication for development programme needs to map and build on the relevant existing assets/ programmes/ delivery platforms for communication within and outside the CR/VS/IM systems and (eventually) their users and contributors. Each of them may have a specific added value in terms of knowledge and evidence, skills and capacities, reach and scope, trust relation with the community, communication means, ongoing activities or the ability to tackle underlying factors in the framework of more holistic social development interventions. For example, in a country where timely birth registration is affected by a custom or a cultural practice like not giving name to a child until his/her baptism, CR/VS/IM systems may opt for adapting the registration procedures to the existing norm. The CR/VS/IM systems may have more limited capacities to implement interventions oriented at behavior and social change. However, when a communication for development strategy is developed at country level and people involved in CR/VS/IM are fully engaged in the implementation of this strategy, the demand for civil registration will increase.

132. The communication for development programme should not neglect the systemic approach to ensure that strategies and plans will be implemented in an efficient and effective manner. To this regard, the *Principles and Recommendations for a Vital Statistics System, Revision 3*, suggests linking the civil registration and vital statistics communication interventions with other communication programmes in such areas as immunization, prenatal health care, family planning and food rationing, to maximize the effect and reduce intervention costs.

133. Chapter I of the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*, describes the possible institutional arrangements for civil registration and the interface with the vital statistics system in different scenarios including single and separate agencies for administering civil registration and vital statistics, and centralized and decentralized structures. The *Handbook* presents vital statistics and civil registration as separate entities, with the ultimate goal being to establish, maintain and exploit these two entities as components of a coordinated and coherent system for registering and producing vital statistics. It also adds a layer to the system's structure in the case of identity management systems that are interconnected with civil registration³⁰.

³⁰ Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1.

134. The organization of the communication for development programme needs to respond to the existing CR/VS/IM systems structure and build on the available capacities within it. Moreover, it should also look at the wider systems' landscape for implementing communication for development approaches, including those external entities that are not contributing to the systems in terms of data collection but could contribute for communication purposes. The establishment of a coordination mechanism between all actors inside and outside CR/VS/IM system, but who can contribute to the proper development and implementation of the programme is strongly recommended.

135. The communication for development programme is a long-term ongoing process. It requires a complex planning process, starting with strategy development at central level and going down to operational plans at community level, targeting communities with a low registration rate. Ideally, the responsibility for the communication for development programme should be given to the central government authority responsible for civil registration (Department of Registrar General, Department of Civil Registration etc.). In some cases, there is a single authority responsible for both civil registration and vital statistics. The head of the Communication for Development Office will report directly to the head of the respective department. The Communication for Development Office is recommended for an effective implementation of social change interventions. However, if the creation of an office is not possible, then at least one responsible person should be hired. Although, in countries with low registration rates more qualified professionals should be dedicated to increase the demand in civil registration services.

136. In some cases, the country does not have a national registration office with the authority to actually administer the civil registration system. As stated in the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*, the production and dissemination of vital statistics in the case of fully decentralized administration of civil registration, usually requires at least one agency at the national level to enforce and standardize the work of civil registration and vital statistics³¹. In this context, in the Philippines, the National Statistics Authority technically supervises local registration office activities, the local registrars are appointed by the cities and municipalities, and their salaries are paid wholly from local government funds – therefore, both functions, civil registration and production of vital statistics are housed in the same agency. Thus, there would be a need to create a Communication for Development Office, even if reduced to one person at the central level. This Office will be responsible for the nation-wide communication for development strategy and will ensure the involvement of decentralized Communication for Development focal points.

137. The possible organizational arrangements for a communication for development programme will depend on the country CR/VS/IM systems' structure and the existing capacities within it. In all the possible scenarios, it is paramount to ensure a minimum level of dedicated capacity at central level that is sustained throughout the entire life of the programme, from analysis and design to monitoring and evaluation. It must also be recognized that in many developing countries, the civil registration authority is only a small body within the Ministry of the Interior/Ministry of Justice, the Office of the Prime Minister etc., whereas the vital statistics system is the responsibility of the national statistical office. However, existing ED/COM units

³¹ Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1.

within the larger government agency could take the lead in establishing a communication for development programme for CR/VS/IM systems. In a case like Jamaica, the experience and capacities for delivering health education programmes would be strong assets for the demand generation programme. Should there not be the possibility of involving such units, the corresponding agency may wish to initiate a communication for development programme by means of a task force for which members can be drawn from different government agencies involved in CR/VS/IM systems.

138. Although the ideal situation is to create a Communication for Development Office within a civil registration department that administers a national, standardized registration system throughout the country, it should be emphasized that the actions and strategies outlined in the present Handbook are designed as guidelines to be adapted only if they are appropriate and practical in the country undertaking a registration improvement programme. Those guidelines may be adapted and revised in accordance with circumstances in the country concerned, the Communication for Development Office staff and all others involved in those aspects of an overall registration improvement programme.

139. The Communication for Development Office will be responsible for directing and monitoring the communication for development programme nationwide, as well as coordinating all concerned partners/allies and the decentralized civil registration offices throughout the entire programming process up to the monitoring and evaluation. Subsequently, it will ensure that the relevant actions are taken for the implementation of the steps outlined in this *Handbook* when applicable, and work to mobilize the required resources and technical expertise.

140. During the assessment, analysis and planning phase the Communication for Development Office should ensure the gathering and analysis of all information, and the preparation of a national strategy development workshop leading to the development of the national communication for development strategy. The Communication for Development Office should participate in meetings and processes pertaining the overall CR/VS/IM systems improvement plan. It is beneficial for the overall goal of achieving universal registration and legal identity for all that communication for development focal points contribute to the analysis and planning of CR/VS/IM systems. Overall priorities and goals will afterwards set the stage for the contribution of the communication for development programme. The Communication for Development Office needs to be permanently aware of the administrative/management elements of the overall registration and identity management improvement programme, since changes to the legal, administrative and technical aspects of the CR/VS/IM systems need to be reflected in communication interventions. Moreover, one of the functions of the communication for development programme is obtaining inputs from the communities for shaping the organization of the services and the legal and policy environment.

141. The Communication for Development Office provides technical guidance and resources to the network of subnational and local civil registration offices and to the partners and allies of the communication for development programme. It should contribute to shaping communication for development functions at different levels through the development of job descriptions and terms of reference, provide guidelines and training materials, organize training activities, facilitate the exchange between operators through meetings and thematic means, and facilitate quality oversight through the supervision of the communication work of the local registration units. At

the national level, the Communication for Development Office directly organizes communication activities like media campaigns, advocacy meetings or digital engagement campaigns.

142. The actions described in the present *Handbook* are based on the assumption that there is a Communication for Development Office at central level, even if it is just a small unit of one or two persons. If that is not the case, they may be adapted in accordance with the realities of the situation within the country.

143. The Communication for Development Office will be responsible for the development, implementation, monitoring and evaluation of the national communication for development strategy. The Office will facilitate the operationalization of the strategy at regional and community level and will be responsible for preparation of communication products at the national, regional and local levels. The Communication for Development Office will develop and apply the framework, mechanisms and tools to monitor and assess the impact of the communication for development strategy. It will collect and analyze quantitative and qualitative data, organize meetings with partners to assess progress and take corrective action when needed. The Office will be in charge to document and disseminate good practices and lessons learned. The Communication for Development Office will develop a mechanism for supportive supervision in communication and community participation, for its use with the network of decentralized registration units and, when required, assist in the supervision of actors outside the civil registration system.

144. During the approval process, the Communication for Development Office will involve high level officials in the promotion of the strategy. Thus, it will make sure that preferably the Head of State / President / Prime Minister or appropriate minister announce the launching of the strategy as one of priority areas of interventions of the state.

145. The Office should also hold extensive consultations with regional and district and local officials to identify local media, community leaders, influential spokespersons and community organizations. The Communication for Development Office will prepare a handbook for use at training sessions, some of which will be held at the regional and local levels for communication/education leaders and key officials and organizations.

146. Development of the initial plans and the basic framework of the Communication for Development programme requires not only a high degree of expertise in a wide variety of fields, but a measure of creativity and original thinking, because those phases include:

- a. Identification of problem areas, social and behavioral barriers to registration, determinants of a successful registration process;
- b. Setting the priorities;
- c. Development of the impact goals;
- d. Formulation of a preliminary national communication for development concept;
- e. Obtaining government approval and commitment of resources;
- f. Setting specific behavioral and social change objectives, results and indicators for the various participant groups in the different levels of the Social Ecological Model;
- g. Development of a comprehensive strategic approach for behavior and social change, with due regard to the most deprived and marginalized;

- h. Identification of best interventions;
- i. Development of key messages, supporting information, communication materials and dissemination plan;
- j. Development of the communication for development implementation plan;
 - i. Development of a comprehensive media campaign, using all media and other communication tools;
 - ii. Development of training materials, planning and organizing capacity building activities;
 - iii. Establishment and operationalization of coordination mechanisms at national, regional and community levels;
 - iv. Identification and mobilization of human resources, particularly the formalization of roles and responsibilities of actors involved in the programme and definition of accountability and supportive supervision mechanisms for communication and community participation;
 - v. Development of a monitoring and evaluation framework and tools;
- k. Collecting implementation data and impact information, monitoring the implementation and ensuring the correction of the implementation plan, if needed.

147. All of those actions must be completed well in advance of the actual launching of the communication for development programme, and its ongoing implementation.

2. STRUCTURE OF THE COMMUNICATION FOR DEVELOPMENT OFFICE

148. As an example, it is proposed that the Communication for Development Office be staffed by four members. According to the circumstances of each country, there may be staff members of the Registrar General's department and/or persons on loan or secondment from the government agencies involved in CR/VS/IM systems, including the national statistical office and the identity management agency. It also could be "supplemented" by consultants, if resources permit. The proposed positions are the following:

- a. Head of the Office (Director);
- b. Assistant to the Head (Assistant Director);
- c. Research and Planning Officer;
- d. Secretary.

149. The Head of the Communication for Development Office should be a person with overall expertise in communication for development, who would report directly to the Registrar General. The person selected would consult closely and extensively with technical personnel and would obtain the assistance of other government communication specialists, particularly those working in health promotion and education.

150. Different approaches should be considered in selecting the Director of the Communication for Development Office:

151. One approach would be to second from existing government service a top-level expert in communication for a period sufficient to draw up the framework for the entire programme, who

would stay until it had been launched and operating for a short period of time (for example, one and a half years) and would then return to his/her previous government position. He/she might be an expert in communication at the national statistical office who might have been involved in census communication campaigns or working in the ministry of health and dealing with health awareness programmes.

152. An Assistant Director could be appointed, as the office is established, who would take over as Director when the seconded person returns to regular government service;

153. A person within the present government service could be recruited for the position of Director on a permanent basis;

154. Another option would be to go outside government service and select, either on a short-term or on a permanent basis, a person with the required qualifications and experience.

155. If it is decided to obtain, on a permanent basis, the services of a person who will work on both developing the campaign and its long-term implementation then it may be helpful to engage outside consultants to assist in the initial stages.

156. The actions outlined in the present *Handbook* can be carried out at the regional of community level in a decentralized registration system and many of the recommended actions could be very effectively implemented by local registrars, respected local authorities and health personnel, once properly trained.

157. It could be considered employing one person with high-level position in the government to head the Communication for Development Office for the planning period and for the launch and initial evaluation of the national programme. Then, the position could be turned over to another person, who would require somewhat lesser degree of expertise in professional and technical aspects of development of the programme, but could provide effective direction on a long-term basis to the implementation and operationalization of the programme. Ideally, that person would work for some time with the initial Director who develops the overall plans before becoming Director for the next period of time.

158. For countries that wish to use this organigram for the Office, annex VI below provides brief job descriptions of the types of qualifications and experience that will be required for personnel in the Communication for Development Office.

159. In principle the Communication for Development Office is the only institution within the CR/VS/IM system responsible for communication for development programme.

160. When discussing the designation of responsibilities and organization of civil registration at the local level, the *Principles and Recommendations for a Vital Statistics System, revision 3* include the responsibility to inform the public of the necessity, procedures and requirements of registration, and the value of vital statistics³². The local registrar's functions should also

³² Principles and Recommendations for a Vital Statistics System, revision 3.

encompass activities designed by the system's management to promote the efficiency of the system, such as implementing communication programmes or securing support from local leaders to inform community members. For fulfilling his/her functions, the registrar is expected to play an active role at community level.

161. The organization of the necessary support for CR/VS/IM improvements and the coordination of the participation of interested technical, professional and governmental groups can take place through national and regional civil registration and vital statistics committees³³. Such committees are part of the strategies included in the Principles and Recommendations for a Vital Statistics System, revision 3. In a decentralized system, the committees are fundamental for the implementation of the demand creation programme. They should include representation of all entities on the ground that are relevant for the communication for development programme, not necessarily limited to those included or technically associated to the CR/VS/IM systems. Health education, human rights education, hygiene, child protection programmes or programmes to support women are good examples of potential allies that should be represented in the committees.

162. Coordination and establishment of communication for development Inter-Agency Committees are further discussed in the following section and in the Chapter III of the present *Handbook*

3. INTER-AGENCY COMMITTEE AND COMMUNICATION FOR DEVELOPMENT SUB-COMMITTEE

163. The success of social and behavior change for CR/VS/IM systems depends on the effective coordination of a working group responsible for conducting the communication analysis, planning, implementation and monitoring. As discussed in the previous section, strong coordination is paramount for maximizing the existing assets, making use of the opportunities provided by other relevant programmes, harmonizing messages and approaches.

164. The coordination of communication for development efforts linked to CR/VS/IM systems is an important factor for smooth and efficient operation³⁴, as reflected in *the Principles and Recommendations for a Vital Statistics System, revision 3*. Such document recommends the establishment of both vital statistics, identity management and civil registration inter-agency coordination committees comprising staff members of the agencies involved in the systems. It is possible that one committee might serve the needs of both civil registration, identity management and vital statistics systems.

165. Principles and Recommendations also include the creation of national and regional civil registration and vital statistics committees as one of the strategies for improving CR/VS/IM systems. The objectives of such committees should focus on active involvement of interested technical, professional and governmental groups.

³³ Principles and Recommendations for a Vital Statistics System, revision 3

³⁴ Principles and Recommendations for a Vital Statistics System, revision 3

166. The *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1*, describes coordination in similar terms and states that coordination efforts should be as strong as possible. Whether the structure is centralized or decentralized, coordination and integration processes must be built into the civil registration and vital statistics systems from the beginning³⁵.

167. Following formal approval by the Government of the proposed CR/VS/IM programme, the Government will officially appoint the Inter-Agency Committee to oversee the planning and implementation of the programmes related to civil registration, identity management and vital statistics.

168. It is recommended that persons with the status of Deputy Minister (or equivalent) be appointed to the Inter-Agency Committee. Where necessary, they could delegate an appropriate subordinate (e.g. a Director of a Division) to attend meetings and carry out assignments. The Deputy Minister would keep the Minister well briefed on the progress and plans of the Committee. The Director of the Communication for Development Office would be a member of the Inter-Agency Committee. The committee may include such programmes as maternal and child health, family planning, social services, population registers, identity management agencies, electoral rolls, immigration and naturalization, demography and population dynamics, and police³⁶. The Committee will include also other government officials with expertise/experience, as well as demographers, statisticians, and epidemiologists etc. The Inter-Agency Committee would be headed by a senior administrator with experience in long-term government planning and implementation of new programmes. It is important that appropriate department planning offices (e.g., Health and Education, Social and Economic Development) are represented by senior officials.

169. Depending on the system of registration in the country officials responsible for civil registration should be involved: registrars from state provincial jurisdictions, as well as local registrars, who in some areas may be employees of a municipality or a village chief with no organizational link at all to the Office of the Registrar General or health department staff.

170. Additionally, sub-committees with specialized functions could be considered to maintain the operational aspects of registration and vital statistics. One of such sub-committees can be responsible for managing communication for development programme.

171. Strong coordination is a pre-condition for the communication for development programme to deliver results. A coordination mechanism for communication for development should remain functional throughout the entire programming process from data collection and analysis to the evaluation of the programme. Sufficient resources should be allocated for its functioning. Ideally, membership should include agencies strategically selected on the basis of their institutional capacity to undertake and manage behavior and social change, advocacy, social mobilization, community engagement, media relations and resource mobilization. This includes entities that

³⁵ Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1

³⁶ Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, revision 1

may not necessarily be part of CR/VS/IM systems. Individual members should predominantly possess technical knowledge and management skills in the communication programming process, and experience in applying these competencies in relevant sectors like health, education, social protection etc. The multiplication of coordination structures should be avoided, and one same mechanism could serve to purposes related to communication analysis, communication for development strategy, planning for action, implementation, monitoring and evaluation.

172. The ideal option for ensuring strong coordination of actors involved in the communication for development programme is establishing a Communication for Development Sub-Committee that operates on a permanent and continuous basis. It will be a sub-committee within the Inter-Agency Committee, with representation of relevant actors from civil registration, identity management, vital statistics and other relevant stakeholders.

173. The composition of the Communication for Development Sub-Committee needs to be carefully considered and should reflect the structure of the overall Inter-Agency Coordination Committee. Members would include representatives of various departments and agencies that are involved or have an interest in CR/VS/IM systems. Moreover, membership of any other actors who are expected to play a major role in implementation will have positive effects in terms of ownership and enrichment of the analysis and plans. Potential partners and allies include all those who have capacities in place for delivery of quality communication for development interventions, and who also have programmes where civil registration of all or some of the vital events can be embedded in a coherent manner (health education, social protection, human rights education, women empowerment etc.). To identify the relevant entities, the Communication for Development Office should map that existing programmes that can serve as platforms for the delivery of communication interventions, linking each programme's priorities and goals to the different vital events prioritized in the overall improvement programme and the corresponding benefits of the CR/VS/IM systems. The Sub-Committee should ideally include representatives of relevant civil society organizations, women and youth associations and/or the population that will benefit from the programme. The participation of academia and mass media is also advisable, whether it is regular or on an ad hoc basis, or as resource people.

174. In general, the participation of entities (governmental or not) not directly involved in CR/VS/IM systems may require advocacy efforts and it may not be possible in the initial phases. For this reason, there should be flexibility for further involving additional members at later stages.

175. A tentative list of members of the Communication for Development Sub-Committee might include:

- a. Agency responsible for the Vital Statistics System, if different to that in charge of civil registration;
- b. Agency in charge of the Identity Management System;
- c. Agency in charge of the Population Register;
- d. Department of Health;
- e. Department of Education;
- f. Department of Justice/Attorney General;
- g. Department of Social Services;
- h. Department of Social Development;

- i. Department of Women's Affairs;
- j. Department of Planning and Finance;
- k. Representative/s of Civil Society Organizations;
- l. Representatives of religious communities;
- m. Representatives of media;
- n. United Nations agencies that may be eventually supporting CR/VS/IM systems improvement programmes;
- o. Representative/s of the general population and/or deprived and underserved groups.

176. Others, such as those listed below, could be invited to attend specific meetings to make their contributions:

- a. Department of Culture/Heritage;
- b. Department of the Interior or the department in charge of administration of government services at the regional/provincial/state/county level;
- c. Office of the Prime Minister/President;
- d. The Government's central planning agencies;
- e. Department of Information and Communication.

177. The emphasis should be on people who have experience in actual education/enlightenment of the people in explaining new programmes, and motivating people to meet the requirements. For that reason, the expertise of persons who have been involved in successful campaigns to promote such programmes as immunization/vaccination, child and maternal healthcare, nutrition, family planning etc. should be used. In some countries successful community campaigns to modernize farming methods for an increased food production were organized. If this is the case, the person(s) who designed and implemented such programmes should be called upon for advice. All people described above do not have to be full members of the Sub-Committee, but should be considered as key resource people, whose expertise will help in strategy development and implementation.

178. Religious leaders at national and community levels should be also made part of the Inter-Agency Committee and, subsequently, of the Communication for Development Sub-Committee.

179. After the Communication for Development Sub-Committee is appointed to oversee the activities of the Communication for Development Office, the following tasks will be carried out:

- a. Participation in the overall evaluation and analysis of the country's current civil registration/ identity management/ vital statistics systems;
- b. Setting of the main goals and objectives of the communication for development programme within the larger CR/VS/IM improvement plan;
- c. Contribution to and approval of the national communication for development programme;
- d. Approach to government for approval of plans and commitment of sufficient resources to implement the proposed communication for development programme;
- e. Contribution to and approval of the national communication for development strategy and plan of action, including capacity building of key actors involved in the field.

180. The development and implementation of action plans to improve registration, identity management and vital statistics is one of the strategies included in the *Principles and Recommendations for a Vital Statistics System, revision 3*. They should be based on factual knowledge of the current situation of the civil registration, identity management and vital statistics systems, including evidence on the social and behavior determinants affecting registration. For undertaking the initial activities listed above, guidance in the present *Handbook* is based on the assumption that the development of the communication for development programme is an integral part of an overall CR/VS/IM systems improvement work plan, for which an Inter-Agency Coordination Committee has been established

181. During the assessment, analysis and planning phase the Communication for Development Sub-Committee should ensure the gathering and analysis of all information, and the preparation of a national strategic plan for Communication for Development Programme to be presented to the Inter-Agency Committee. The Communication for Development Sub-Committee should participate in meetings and processes pertaining the overall CR/VS/IM systems improvement plan, ensuring the appropriate articulation between Communication for Development and the other components of the plan. It is beneficial for the overall goal of achieving full registration coverage that Communication for Development focal points contribute to the analysis and planning of CR/VS/IM systems. The Communication for Development Sub-Committee needs to be permanently aware of the administrative/management elements of the overall registration improvement programme, since changes to the legal, administrative and technical aspects of the CR/VS/IM systems need to be reflected in communication interventions. Moreover, one of the functions of the communication for development programme is obtaining inputs from the communities for shaping the organization of the services and the legal and policy environment.

182. If the country has a decentralized registration system, the actions recommended here will have to be adapted in accordance with circumstances.

4. SETTING THE PRIORITIES AND IDENTIFICATION OF GOALS AND OBJECTIVES OF THE COMMUNICATION FOR DEVELOPMENT PROGRAMME

a. Identification of problem areas and setting the priorities

183. An efficient Communication for Development Programme cannot be designed unless an in-depth study that assesses the adequacy of the civil registration, identity management and vital statistics systems is available. If the country has not already done a study on the current status of the systems and a socio-anthropological study of the determinants of timely registration, then one should be undertaken to provide precise information for the national civil registration, identity management and vital statistics improvement programme within which the communication for development programme will be designed. If that is not yet done, the Inter-Agency Committee may wish to use the following guidelines for the systems' evaluation: "Review and assessment of the national civil registration and vital statistics systems" and "Outline for preparing a country report on current status of civil registration and vital statistics systems". They are available in Arabic, Chinese, English, French, Russian and Spanish upon request. Inter-Agency Committee

will analyze study results concerning the current systems and their weaknesses and shortcomings.

184. In evaluating a country's civil registration, identity management and vital statistics systems, the following are the general standards to be met:

- a. An efficient CR system yields timely, accurate and complete data and information on vital events: live births, deaths, fetal deaths and civil status events, marriages and divorces. It is free of omissions, delayed registrations, double registrations of a single event; and it is less vulnerable to misuse, counterfeiting and forgery of vital records. It renders prompt services, which are of legal and economic value to the individual and the society;
- b. To be considered complete, there must be as close as possible to 100 per cent registration coverage of vital events occurring in a country. The records are registered in a timely manner, and the information and records are filled in completely and accurately. The reporting procedures are smooth;
- c. Civil registration is defined as the continuous, permanent, compulsory recording of the occurrence and characteristics of vital events in accordance with the legal requirements in each country. Civil registration is carried out primarily for the value of the legal documents.
- d. Consistent vital statistics system has an integrated analysis of civil registration data and provides accurate, permanent and need based reports for various sectors in the country.

185. Such an evaluation should identify the determinants and bottlenecks³⁷ of a complete and timely registration and the production of vital statistics. Determinants would be grouped according to their nature, and would be prioritized for action in the following broad categories:

Determinants	
Enabling environment	Social norms
	Legislation/policy
	Budget/expenditure
	Management/ coordination
Supply	Availability of essential materials/ commodities
	Access to adequately staffed services, facilities and information
Demand	Financial access
	Continuity of use
	Social and cultural practices
Quality	Quality of services

186. Thus, the following main issues may be identified:

- a. Structural and administrative problems, such as lack of an agency to administer registration, insufficient number of registration offices, poorly equipped and staffed registration offices, frequent turnover of registration

³⁷ https://www.unicef.org/about/employ/files/MoRES_Briefing_Note.pdf

personnel, poor coordination among the agencies participating in registration and vital statistics etc.

- b. Technical, unstandardized procedures for vital registration and statistics, inadequacy of time allowances for registration, lack of guidance for registration, transmission problems to and from the registration offices etc.
- c. Perceptions and social norms, lack of knowledge, fear, beliefs, traditional practices, etc. Groups more frequently missed by the system would also be identified.
- d. Deficient legal framework, the law is too old/too general, responsibilities not clearly defined, overlapping of functions with other government agencies etc.

187. Whether the identification of problem areas and priorities is done based on a national in-depth evaluation or through other means, the national Communication for Development Sub-Committee will work under the direction of the Inter-Agency Committee that oversees the country's CR/VS/IM improvement programme. They will work in close coordination and collaboration, and the Communication for Development Sub-Committee should take the lead in data collection and analysis of social and behavior determinants of registration and in formulating the priorities that are specific to communication for development. The Communication for Development Sub-Committee or the Communication for Development Office should be represented in the Inter-Agency Committee and influence the formulation of other priorities as relevant to the communication for development programme too.

188. The bottlenecks should be carefully studied and analyzed to be able to make corrections, if needed. For example, current registration may cover only an estimated 50% of births, 30% of deaths etc.; the quality of information may be very low; records may contain 40% inaccuracies and events may not be reported as they occur, so that information/statistics cannot be produced in a timely manner to be useful for government planning. The coverage, accuracy and timeliness may vary from region to region within the country, and, if that is the case, these variations should be also researched. Geographical areas where 90% of civil registration coverage has been achieved should not be a priority concern. Afterwards, applicable communication for development interventions for each bottleneck will be identified

189. It is also very important to conduct a socio-anthropological study at the country level to be able to segment the target populations and to identify the social and behavior factors hindering the registration process. In some societies death is not to be mentioned, so people do not want to register a death. Or there may be customs that prohibit naming a child at birth, which would work against timely registration of the birth. There may be resistance to having a child's illegitimacy recorded on a birth registration record. Or marriage may be performed only by tribal custom, officiated by a person with no knowledge/experience in registering the event. A communication for development programme tailored to a particular country and to specific target groups should be able to work out those problems.

190. The analysis needs to determine also if the quantity and quality of communication interventions is enough to guarantee proper knowledge of CR/VS/IM systems among the population. Nevertheless, communication for development can contribute to remove barriers of a very different nature, including for instance those related to the legal framework (through advocacy approaches), the availability and quality of registration services (through administrative

mobilization initiatives), or religious, traditional and cultural beliefs or social norms (through behavior and social change communication).

191. All of the most recent available demographic information related to the population of the country should be examined carefully. For example, census data would provide a population estimate, and there may have been household or ad hoc surveys that provide that type of information. In addition, each country usually prepares its own population estimates and projections.

192. By projecting those factors onto the estimated population, it should be possible to arrive at reasonably accurate figures for the number of actual births and deaths that occur. Those figures should be compared with the actual registration of those events by regions and other administrative subdivisions to reveal areas where under registration is a problem, so as to guide the design of the communication for development programme.

193. Depending on the availability of skilled human resources in a particular country, members of the Inter-Agency Committee would participate in the analysis, outlining the problems in the present civil registration/ identity management/ vital statistics systems and listing problems that affect their departments/agencies.

194. For example, the health department may find it impossible to plan accurately for the provision of health services, such as maternal/child care and immunization. Also, deaths may be greatly underreported. If there is not accurate information about deaths from infectious diseases, then the proper measures cannot be taken to immunize those in contact with the deceased person. In the education field, there must be reliable information on the future school population in order to create sufficient facilities and hire teachers. Planning for housing, future employment needs and economic growth would also be affected by lack of accurate information that could be obtained from effective civil registration/ identity management/ vital statistics systems.

195. At the initial meeting of the Inter-Agency Committee, one of the first steps towards obtaining a wide-ranging view of the problems would be to give each member an assignment to prepare a description of the problems and their sources as he/she sees them. Questions to be considered would include: What is the problem? When and where does it occur? Why and how does it occur? Who or what is responsible? How does that problem impact on the immediate and long-term provision of services to the people by the Government? How can the communication for development programme contribute to solve the problems? A formative research could be conducted beforehand.

196. In areas where there are particularly severe deterrents to registration, such as cultural traditions, it may be useful to hold focus group meetings to learn the specific problems first-hand from representatives of the people concerned, who may provide good suggestions about most effective means to overcome those deterrents. Local community leaders should also be consulted.

197. When all available information about the problems is obtained, each member of the Communication for Development Sub-Committee should then identify the most appropriate

strategies to correct the problems. This can be achieved by each member of the committee with the support of the template included in the Annexes to this *Handbook*. It is advisable to do it during a workshop facilitated by an experienced committee member, since this will ensure a more compact and internally coherent document. At that point, the suggested strategies need not be too specific but should indicate the general direction that, in the Committee's opinion, should be taken. A draft working document identifying the problem areas and suggested strategies could then be produced by the Director of the Communication for Development Office under the direction of the Registrar General (or equivalent) and presented to the next meeting of the Communication for Development Sub-Committee. After the document is approved, then the Committee should study the problem areas and set out the priorities in order of importance. As discussed, depending on the context and the timing, the setting of priorities may happen whether as a preparatory work for the processes that will develop the overall CR/VS/IM improvement plan, or as an integrated and coordinated work with the Inter-Agency Committee.

b. Developing the main goals and objectives of the communication for development programme

198. Below are some examples of goals of the overall improvement programme that should have been prepared by the Inter-Agency Committee appointed for that purpose which provides the framework for the communication for development programme.

199. The programme goal is a general statement that describes the overall improvement that you strive to achieve for the intended population, for example, "To increase civil registration rates". Each goal will have one or more behavioral objectives that describe more specifically what the outcomes of the programme will be.

200. Those objectives must be **SMART**, that is:

- a. **S**pecific in terms of an issue (a behavior, a skill, knowledge, attitudes), of a specific group and of the geographical location.
- b. **M**asurable in such a way that changes in people's behavior can be measured, either quantitatively or qualitatively.
- c. **A**chievable in that the behavioral results correlate to a target that can feasibly be attained.
- d. **R**elevant so that the planned behavioral result(s) represent a milestone in the results chain.
- e. **T**ime-bound in that a timeframe has been set within which change is expected to happen.

201. Various types of objectives could be considered, for example: (1) Institutional capacity-building objectives (e.g., to improve skills for implementing a programme or specific component of a programme such as evaluation), (2) communication objectives (e.g., to change knowledge, attitudes, skills, behaviors, and social norms), and/or (3) advocacy objectives (e.g., to change policies). Each objective will require a series of activities (e.g., training, conducting mobile theater events, media campaign etc.). Each objective will be translated into programme indicators and used to evaluate the progress of the programme from the baseline research to the final impact research. It is good practice to focus the objectives for the communication for development

programme so that the activities and the indicators will be manageable. The activities should help to achieve the objectives and the objectives should help to achieve the programme goal.

202. The following questions will help to develop behavior objectives/results:

- a. Whose behavior needs to change to achieve the desired social outcome (mothers'; fathers'; neighbors'; volunteers'; health workers'; religious leaders', teachers'; politicians')?
- b. What are the current behaviors? Why are people currently doing it all the time; doing it sometimes, or not doing it at all? What factors account for the difference?
- c. If they are not doing it now, why not? Are they practicing a similar desired behavior? How can you best influence and support that behavior? What are the barriers to change?
- d. What factors: social, cultural, economic, environmental, psychological, physiological, etc. and who, what, where are the most influential channels that can motivate changing or maintaining the behavior?
- e. What skills and resources are needed for the affected groups to practice the desired behaviors?

203. The following are examples of goals:

- a. To make registration universal nationwide (all groups of the population should be covered; registration should not be voluntary for certain ethnic and tribal groups since that would increase the likelihood of vital events going unregistered);
- b. To adopt a common framework to govern all matters pertaining to civil registration, identity management and vital statistics in the country;
- c. To require high standards of data and information;
- d. To standardize all registration procedures and statistical reporting throughout the country and enforce them;
- e. To increase the registration coverage to at least 90%, an acceptable international standard, and to provide prompt and efficient services to members of the population;
- f. To improve the accuracy and completeness of required information on civil registration/vital event records;
- g. To improve the timeliness, quantity and quality of statistics and other information gathered from civil registration/ identity management/ vital statistics records;
- h. To improve the accessibility of registration facilities to the public;
- i. To make certificates of birth, marriage and death more easily available to the public;
- j. To ensure legal identity for all.

204. Some of the following objectives of the civil registration improvement programme could be supported by communication for development programme:

- a. For births, to achieve 90% of registration coverage within two years of initiation of the communication for development strategy;
- b. For fetal deaths, to achieve 85% of coverage within three years;
- c. For deaths, to achieve 90% of registration coverage within three years;
- d. For marriages, to achieve 85% of coverage within three years;
- e. For divorces to achieve 90% of coverage within three years;
- f. To improve the accuracy of information on registration records, particularly in case of death, to a rate of 90% within three years.
- g. To improve the timeliness of information/statistics from civil registration/vital statistics records by making them available (in a preliminary form) within six months after the close of the Government's (fiscal or calendar) year, and by having a completed report available within twelve months of the closure of the year;
- h. In three years from the launching of the communication for development programme, to make the general public, particularly target groups, have a positive perception and understand the importance of the registration of births, fetal deaths, deaths, marriages and divorces;
- i. To ensure the establishment of a registration office within each registration administrative unit as defined by the district administrator within two years, or where that is not possible, to ensure that a deputy registrar visits each remote area in certain subdivisions of the developing countries once every month (or two months);
- j. Within two years, make birth, marriage and death certificates available at locations reasonably accessible to the general population;
- k. Within three years, standardize legislation governing civil registration/ identity management/ vital statistics systems;
- l. Within four years, standardize the registration forms' and certificates' layout.
- m. Within four years, develop and implement standards for legal identity credentials.

205. After collecting all needed information, the behavioral results should be prioritized. It is important to keep the list short: too many behavioral expectations are as bad as none.

5. MAJOR ACTIVITIES OF COORDINATION AND MANAGEMENT BODIES

a. Formulation of the preliminary national communication for development concept

206. The formulation of the preliminary national communication for development plan would be undertaken by the Communication for Development Office, under the direction of the Registrar General and the Communication for Development Sub-Committee. It should be noted that later, after government approval, a very detailed action plan will be developed. The plan to be formulated at this stage, which is to be presented to the Government, could be more general in nature, outlining the main strategic directions. However, the level of accuracy of the plans at this stage will especially depend on the existing data/evidence, and on the available resources for conducting additional research and for consultations and meetings.

207. This preliminary plan for the communication for development programme should define general goals and objectives and contain an outline of the strategy at the national level. Also, generalized recommendations should be made concerning effective techniques for reaching not only the general public, but also difficult to reach populations, such as illiterate people, rural populations or those who have cultural traditions or social norms that present barriers to registration. At a minimum, it should include a description of the proposed programme strategic approaches; the system's structure for the planning, implementation and monitoring of the programme's interventions; potential partners and allies and coordination mechanisms; and the immediate actions to be taken in order to develop a complete strategy and detailed action plan.

208. Identification of the communication objectives and indicators for the communication for development programme will occur after extensive behavioral analysis, identification of participant groups and of the most effective communication implementation plan will be developed. This will normally happen once the preliminary plan is approved, and sufficient resources are committed by the Government. Consultations will be held, if needed, with professional media/ strategic communications/ development communication companies or experts.

209. In formulating the preliminary national plan, it should be emphasized that, where possible, non-commercial means of communication should be taken advantage of, such as government-owned radio and/or television stations or networks, no-charge public affairs and community events programmes, editorials and news stories in the print and electronic media, community/agricultural newsletters, and such organizations as home and school associations/service clubs. Free of charge social media/ networks also offer important opportunities for wide dissemination of information and for two-way communication. In any case, the choice of communication interventions will be based on their accessibility and consumption patterns by the relevant population.

b. Ensuring government ownership and commitment of sufficient resources to implement the proposed communication for development programme

210. The Communication for Development Sub-Committee, with major input from the Communication for Development Office, will prepare detailed plans for presentation to the Government for approval of the proposed programme and the commitment of sufficient resources for its implementation. The concept approved by the Government might be used also to leverage funds or start discussions with the development partners.

211. This first document to be presented to the Government should emphasize the following obvious points:

- a. The overall project – the improvement of CR/VS/IM systems is important to the country, and there are significant benefits (see introduction);
- b. To achieve any degree of success in the improvement programme, it is essential to have, among other things, an effective communication for development programme. Because, unless the people know about registration, when, where and how to do it, and the benefits to them as individuals and to their families; unless they have the ability or the self-confidence to effectively register vital events; unless they are supported by

their families, peers and communities; and unless there are opportunities for communities to influence the delivery of civil registration services and build trust between service users and providers, it will be very difficult to get them to register in sufficient numbers and to make the civil registration/ identity management/ vital statistics systems truly effective.

- c. At the national level, it is important that the Government gives wholehearted approval to the programme, assumes ownership and promotes this widely to the public. The commitment of the Government will be easily demonstrated by allocating sufficient resources to accomplish the desired results. The Government's approval should be made known at the national level in all media. At other levels, speeches should be made to appropriate groups, and press releases by government should be circulated widely;
- d. The presentation should outline the programme strategic approaches in relation to the participants identified at the different levels of the Social Ecological Model (see the Theoretical Framework in the Handbook's Introduction), which will be used to engage individuals, communities, institutions, politicians and particular influential groups, such as legal societies and their members, the judiciary, healthcare professionals, educators, religious groups etc. It is important to have members of influential groups express their support for the programme.
- e. The documentation should also outline the approaches to the regional/ state/ provincial/ county levels (which should be accompanied by speeches etc. by regional and other level political, administrative and religious leaders). If the country has a decentralized registration system, the documentation should include plans to involve all jurisdictions in the overall improvement project and to obtain their agreement to participate. The document should also describe the types of activities planned at the local community level to attract the attention and interest of people there, and should emphasize how the programme will work to reach generally inaccessible locations and the less advantaged population such as illiterates, minorities who have little contact with the Government etc. in order to motivate them to cooperate.
- f. With regard to an eventual media campaign, the details will be formulated later as part of the complete programme strategy and action plan (see Chapters II and III below), so references to the media campaign in the documents presented to the Government at this time would have to be general in nature. The programme will normally include mass media campaigns, however there may be particular situations where a campaign is not needed. The communication analysis, the programme goals and objectives and the programme strategy approaches determine the need for a mass media campaign and its role.

212. The documentation should also outline the contribution to the programme required from the various involved departments/agencies in civil registration, identity management and vital statistics systems. For example, material for the development of a series of lessons to be given in schools, or material useful in teaching secondary students or college students, should be prepared by someone within the Department of Education. If there is a medical school, then

material should be prepared for inclusion in the course of future physicians. Material should be prepared for inclusion in any law school curriculum.

213. Similarly, the Department of Health should be able to make some contributions to material/recommendations for actions to encourage registration that could be used in relation to healthcare institutions and health promotion functions, particularly material that could be used by medical schools, nurses and midwives, and in conjunction with immunization programmes, since that may be the first point of contact between the mother with newborn and government services. Apart of reaching the population with relevant health education programmes, the Health System needs to be involved because of the particular importance of health staff for registration of death as well, in particular when death occurs at facility level, they have the role in notifying death and capturing causes of death in the Health Management information system.

214. The presentation will include a covering/overview document with highlights of the CR/VS/IM system improvement proposal, featuring (in brief):

- a. Need for programme to improve civil registration/ identity management/ vital statistics systems;
- b. Benefits of improved civil registration/ identity management/ vital statistics systems;
- c. Description of deficiencies of present systems, with special focus on those affecting demand for civil registration services, including behavior and social factors;
- d. Outline of goals;
- e. Outline of objectives;
- f. Description of the implementation plan, highlighting role communication for development will play, and note that this is essential to the success of the programme.

215. The second document will consist of a description of the general national plan for communication for development, which will be a component of the above-mentioned long-term work plan for the overall, continuous improvement project.

216. The third document will consist of a global estimated budget for the communication for development programme with details for the planning functions. It should include tentative estimates for the production of materials and printed media advertisements, radio and television media spots, press releases, and launching of the medial education communication campaign, if these are envisaged by the strategy. It should also provide implementation for a specific period, e.g., for the first year, with another separate estimate for the second year, ongoing monitoring and evaluation and, where necessary, adjustment of the programme. The budget should also include staff, offices, telephone, supplies, equipment and travel. There should also be a budget allocation for the development of training materials and the implementation of capacity building activities, for meetings with professional groups, such as medical and legal societies, other healthcare professionals, educators and religious organizations. That includes meeting with community leaders (arranged through regional/district offices), meeting with people who will assist with registration, such as municipal employees who act as registrars, formal and informal leaders and traditional birth attendants. The budget should also provide, if needed, for booths at local markets, perhaps drama presentation at community meetings, information kiosks, signs

and billboards, as well as for any additional costs for interventions aimed at specific target groups.

217. It will be difficult to determine at this point what would constitute "sufficient resources" for the communication for development programme. To forecast the required resources is difficult, there are many factors influencing the programme and which will be determined only once the full strategy and action plan are developed based on research, after the approval of the Government is obtained. Details on potential costs to be considered are provided in Chapter IV.

218. There are certain elements of the communication for development budget that can be determined in advance. At the time the presentation is made to the Government, a detailed budget of estimated expenditures for the Communication for Development Office can be made, including staff salaries, office space, equipment, supplies and travel. There should be an allocation for the Communication for Development Sub-Committee meetings and for consultation and meetings with regional/ provincial/ state/ county officials and local community leaders. Costs for the functioning of decentralized communication for development committees should be considered for geographical areas prioritized for support from the communication for development programme. This is particularly important if a bottom-up approach is adopted for the development of the plan of action and budget.

219. Formative research to inform the full strategy and action plan requires resources that can be planned at this stage as well. These resources may include external consultants or subcontractors. Rapid qualitative assessments can be an in-house task of the Communication for Development Office, or, in a decentralized system, of appropriate officials in those jurisdictions, provided that proper resources are allocated. More scientific research and in general quantitative studies require a higher level of expertise and important time investment. The Communication for Development Office should assess its internal capacities against the research needs and decide accordingly. Methods for gathering data and information are discussed in Chapter II of this *Handbook*. Formulation of the communication for development strategy and plan of action entails costs, particularly derived from the organization of workshops, allocation of staff time and eventually external consultants. External consultants may play a facilitation role or work directly on the development of plans. Similar as to the case of research, as far as the appropriate skills are available, the Communication for Development Office may opt for directly performing the tasks or hire an external consultant or firm.

220. The communication for development programme requires a high degree of expertise and experience, as well as a detailed knowledge of the country's media and communications landscape (its coverage and effectiveness, especially with vulnerable and hard-to-reach groups) and the impact of communication/ adult education/ community engagement strategies and techniques. If high quality consulting services are readily available, the advice of a consultant with communication for development background may be valuable, and may result in a more economical, effective and efficient programme. In such cases, budgetary provisions should be made for a consultant.

221. If an advertising agency is to be involved in the media campaign, then necessary provisions should be made. The client, in this case the Government through the Communication for

Development Office of the Department of Registrar General (or a decentralized government authority), would be responsible for thoroughly briefing the advertising agency. The brief will include the purpose of the media campaign, the target audience(s) (who have to be reached), the timing of the message, taking into account seasonal conditions, such as harvest time and the monsoon season.

222. It is recommended that a global estimated budget be presented to government. This estimate will have to be revised and finalized later in accordance with the specific implementation plan.

223. With the above in mind, the Inter-Agency Committee will convey a figure of estimated expenditures to the Government with the presentation. It is suggested that the Committee assemble the available estimates for the establishment and running of the Communication for Development Office and the Communication for Development Sub-Committee and use tentative estimates for the rest of the overall campaign. The estimates should answer the following questions:

- a. How much an effective programme should cost?
- b. How much can the country afford to allocate to the programme?
- c. How much does the committee estimate that the Government will make a firm commitment to allocate to the programme?

224. In preparing the budget, the importance of interpersonal communication should not be underestimated. Sufficient financial resources should be devoted to interpersonal communication with the most disadvantaged: poor, illiterate, those in remote rural areas with limited communication, and other vulnerable groups. It is important to realize that in developing countries the most effective means of communication is person-to-person contact with respected opinion, community leaders, spiritual and religious organizations, as well as with peers, with health and registration officials in local offices, hospitals and clinics, and through schools rather than through the commercial mass media. Using such means of communication will require capacity building interventions focusing on both specific CR/VS/IM contents and cross-cutting interpersonal and community engagement skills.

225. In order to estimate the budget, the budget and breakdown of a recent communication for development programme could be considered in areas such as immunization, nutrition, family planning etc. The cost of a population census campaign in the country, if recently implemented, can also be considered. For this end, it is important to assess if the activities in such budgets are in consonance with the strategic direction of the CR/VS/IM communication for development programme.

226. Another option would be to use a two-step budgeting process, with the first step covering only the preliminary planning stage. The preliminary stage would include the establishment and operation of the Communication for Development Office and the Inter-Agency Committee and Communication for Development Sub-Committee, and planning for the necessary training materials and meetings.

227. The second stage would cover the actual implementation of the programme, including monitoring and evaluation costs, as well as the ongoing operations of the Communication for

Development Office and the Communication for Development Sub-Committee. That budget should cover an extended period (e.g. three to 10 years) with a budget figure determined for the initial and for each of the subsequent years.

228. The drawback of the two-step budget process is that the Government may approve the first step but then, after planning has been done and the second step of the budget has been prepared with a detailed estimate of the costs of the programme and its ongoing operation, may decide that the country cannot afford the proposed programme or that it should cut down in costs so the implementation will not be effective. This situation will be discouraging and might stop all progress in improving civil registration rates.

229. Strong preparation for meeting with the Government is essential. The strategy to be used should be planned in advance, carefully considering what approach would be most effective. If possible, the meeting should be held with the President/ Prime Minister and either the whole cabinet or at least ministers concerned with civil registration/ identity management/ vital statistics systems. The chief spokesperson will be the Head of the Communication for Development Sub-Committee, backed up by the Registrar General, who is assisted by the Director of the Communication for Development Office. Other members of the Communication for Development Sub-Committee will attend the meeting. All participants should be familiar with the documents presented to the Government and can answer any questions that may be asked concerning his/her department or agency.

230. All members of the presenting delegation should be very enthusiastic and positive about the programme, and well versed about the benefits that would accrue due to improved civil registration, identity management and vital statistics systems. The presentation will emphasize that the proposed plan has been well researched, that the goals are commendable, and the objectives are reasonable and can be attained. The proposed plan is a practical one that can be successfully accomplished; the strategy and plan need to be further developed based on research. Successful examples from the country or abroad will be presented to support arguments for the allocation of resources and time for research, full strategy development, complete planning, implementation, monitoring and evaluation.

231. Advocating with influential ministers and officials prior to the formal presentation meeting is crucial. It should be emphasized that a CR/VS/IM improvement programme will not succeed without a strong communication for development components and that the Government, in approving the plan and allocating the required financial resources, will receive recognition both within the country and internationally.

232. The proposal will conclude with a request for the Government's approval and commitment of sufficient financial resources, and the appointment of members to Inter-Agency Committee.

c. Development of the communication for development strategy and implementation plan

233. Once the preliminary communication for development plan has been approved by the Government and sufficient resources have been allocated, the Communication for Development

Sub-Committee would share responsibility with the Registrar General (or head of the corresponding department) and the Inter-Agency Committee for the development of a complete long-term strategy and implementation plan covering all aspects of the communication for development programme. The communication for development programme will be part of the overall registration improvement programme, including the management, operation and maintenance of CR/VS/IM systems.

234. In order to perform this task, the Communication for Development Sub-Committee will ensure that a communication analysis is conducted based on solid data and evidence. Following a review of existing information in the country, arrangements should be made to conduct/commission additional research as necessary. Based on the available resources and information needs, the Communication for Development Sub-Committee will decide on the research scope and methods to be applied, as well as the utilization of external consultants or research institutions.

235. Communication analysis includes the identification of groups that will participate in the programme (target groups in traditional communication jargon), of determinants affecting demand for registration, of most effective means of communication, and of communication capacities within CR/VS/IM systems. The Social Ecological Model should inform the communication analysis.

236. Specific communication objectives will be derived from the communication analysis. Expected results should reflect actual change in different behavioral and social dimensions at the different levels of the Social-Ecological Model, and indicators should be selected or developed to track such changes.

237. The strategic approaches will be developed considering how the combination of behavior change communication, social change communication and community participation, social mobilization, advocacy, capacity building etc. can better contribute to the achievement of results.

238. The strategy design will also select communication channels/means, activities, partners and their roles, and the creative elements for the development of messages and materials.

239. The Communication for Development Sub-Committee will complete the programme framework by developing the communication messages and materials, and plan/s for implementation, dissemination of materials, training, monitoring and evaluation.

240. The involvement of all relevant stakeholders, including representatives of civil society organizations, of the population and in particular vulnerable groups in all the steps will ensure ownership of the programme by those expected to take a relevant role in implementation. To this end, participatory processes can be applied for analyzing the situation, setting priorities and goals, defining strategies and planning for action. The participation in analysis and planning meetings and workshops could be expanded beyond the members of the Communication for Development Sub-Committee, for which strong facilitation skills are required.

241. Depending on the time and resources available before the Government's approval of the preliminary plan, some of these steps may have been taken in advance. The most important is that throughout the entire process all the necessary steps are taken to produce a complete strategy and plan of action according to the guidelines provided in Chapters II and III of this *Handbook*.

242. Formulation of a national strategy will include a long-term implementation plan, similar to the indicative implementation plan outlines in the annex below.

243. The present *Handbook* is not elaborating on the review of the legal framework³⁸ or to prepare administrative, and instructional handbooks for use by the local registrars and other vital statistical personnel, including all routines of data processing etc.³⁹, which are certainly components of the overall civil registration, identity management and vital statistics systems improvement programme.

244. The present *Handbook* also assumes that there is a Registrar General's Office to administer the system. In instances where there is no administering office, the agency responsible for identity management can initiate and lead the communication for development programme, in coordination with the national statistical office.

245. In any civil registration, identity management and vital statistics improvement programme, it should be anticipated, however, that preparation/modification of the legal framework, particularly the drafting of legislation and obtaining of legislative approval, will be a lengthy process and may require several years to accomplish.

246. Some administrative, organizational and procedural improvements will require legislative/regulatory action. Therefore, plans for overall administrative and organizational improvements, along with preparation of plans for the management, operation and maintenance of the registration systems, will have to be started well before work is commenced on the legal framework.

247. Study of the computerization of the civil registration, identity management and vital statistics systems should also be undertaken prior to finalization of the legal framework, in case legislative approval is required for the electronic automated collection and storage of registration data⁴⁰. Work on computerization of the systems could be a separate component of the overall programme, or it could be combined with administrative/ managerial/ organizational improvements.

³⁸ This is fully elaborated in the United Nations *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management* (in draft).

³⁹ For full elaboration see *Handbook on Civil Registration and Vital Statistics Systems: Management, Operations and Maintenance, Revision 1*, United Nations, 2018, at: <https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/crvs-mgt-E.pdf>.

⁴⁰ See Chapter VII of the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operations and Maintenance, Revision 1*, United Nations, 2018, at: <https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/crvs-mgt-E.pdf>.

248. Work may commence on communication for development programme and strategies soon after the above other components of the registration improvement programme are launched. Some aspects of the communication for development strategy will be dependent to some degree on those other elements. Communication for development should always be transparent. The trust between CR/VS/IM systems providers and users/population is paramount to motivate people to utilize the systems. For this reason, the communication for development programme should avoid overstating the performance of CR/VS/IM, recognize needs for improvement when they exist, and appeal to the engagement of each party involved for achieving high quality civil registration, identity management services and vital statistics.

249. The national committee of the overall CR/VS/IM systems improvement programme may seek the assistance of potential donor agencies, international, bilateral or non-governmental organizations to cooperate with the Government in a behavior and social change effort to upgrade the current registration systems.

250. Coordination with ongoing United Nations Population Fund activities, the United Nations Children's Fund, non-governmental organizations etc. would benefit the improvement programme and communication for development programme because they share an interest in high-quality data to monitor the impact of their own locally oriented programmes. They are frequently members of National CR/VS/IM Steering Committees and usually can provide assistance in developing communication for development strategies, plans and tools. In addition, they may, for example, be requested to print pamphlets, contribute videotapes to encourage registration or posters, banners and guidebooks for birth attendants, doctors and nurses, and supplement government efforts in developing countries.

CHAPTER II. FIRST STEPS FOR AN EFFECTIVE COMMUNICATION FOR DEVELOPMENT STRATEGY: FORMATIVE RESEARCH, BEHAVIOR ANALYSIS AND IDENTIFICATION OF MAIN ACTORS

Overview of Chapter II:

The key for developing a comprehensive communication for development programme is the formative research, analysis of determinants of under-registration and the identification of programme participants. The following steps will be taken:

1. Collect and analyze the available information.
2. Define the need and the goal of the formative research.
3. Identify the intended communities and participants of interest.
4. Identify research questions.
5. You may decide about a full or partial outsourcing of the research based on the capacities of the Communication for Development Office and the Communication for Development Sub-Committee.
6. Determine the sources for secondary data.
7. Determine the sources for primary data:
 - a) Define study population and participants.
 - b) Develop the methodology (e.g., qualitative, quantitative, mixed methods).
 - c) Identify sites for data collection.
 - d) Develop the data collection instruments (focus group discussion guide, survey questionnaire etc.).
 - e) Pretest the instruments.
8. Develop a research implementation plan (including timeline, persons responsible for specific tasks, and budget).
9. Collect the data from all sources and involve local people in data collection, including rapid assessments
10. Analyze data from all sources.
11. Write a report that summarizes the key findings and points to evidence for implementing a specific program or set of activities
12. Share the findings with stakeholders and with communities and groups from which data was collected.
13. Based on collected data, identify the main groups of participants according to the Socio-Ecological Model.

251. The development of a communication for development strategy and action plan requires a sound understanding of the problems, the characteristics of the concerned population, and the behavioral, social and environmental factors that determine the extent to which civil registration services are utilized and demanded. For this to be achieved, the Communication for Development Office and the Communication for Development Sub-Committee will use data or evidence from a situation analysis, also called formative research.

252. Data collection and analysis should be guided by the Social Ecological Model (see the Conceptual Framework in the Introduction to this Handbook), therefore including contextual issues and the complex interaction of factors at its various levels (individual, interpersonal, community, organizational, and policy/enabling environment).

253. The present Chapter focuses on describing key information to be collected, providing a framework for analysis and identifying methods for data gathering. It is not realistic to expect that every question raised during this analysis phase will be answered in all contexts. However, it is always important to keep in mind the level of depth that is required to understand the complex, multilayered and interconnected diversity of factors that influence people's behaviors with regard to CR/VS/IM systems.

254. For conducting a situation analysis, a desk review of existing secondary data from available surveys, studies and current databases will be conducted. At this point, any assumptions on factors affecting demand for CR/VS/IM should be checked against existing research. Considering the available evidence, data gaps need to be identified to inform decisions on obtaining primary data through additional studies commissioned to a research firm or consultant, who should apply relevant theories as appropriate. Methods for data collection are discussed in this Chapter.

255. Practitioners may find an interest in using a causality analysis framework as a means to document what is already known and what is left to know, ensuring that the analysis is depth enough to look at both immediate and underlying causes of the problems and to get a broad view of its consequences. A limited analysis often misleads the determination of objectives and/or strategies by focusing on effects more than fundamental causes of the main problem, or by adopting wrong assumptions about it.

256. While this Chapter packs all the steps for conducting the analysis, such a process can be split in two phases: before and after the approval of the initial programme and the commitment of funds by the Government. The more steps are taken for a complete analysis to inform the initial programme, the more accurate the strategy, the plan and the subsequent budget will be. Sound evidence and quality analysis will be a stronger backup for lobbying for resources. Nevertheless, as discussed in Chapter I, the chances to conduct a complete analysis and more accurate planning before the commitment of funds will depend on already available data, existing resources and the overall process for the development of the wider CR/VS/IM improvement programme. In a context of very limited resources, the analysis can at least build on any existing information and on consultations with key stakeholders who can offer different perspectives, including representatives from the general population. The framework provided by this Chapter should be considered in data collection and analysis that will take place prior to the development of the initial communication for development programme. At a minimum, the preliminary analysis

for the initial programme for Government approval could include a problem statement, a programme analysis and identification of major determinants of registration (see sections below).

257. The situation analysis should take into account particularities of the different vital events, especially those prioritized by the overall CR/VS/IM improvement programme. Whilst some factors may be common for all vital events in a given context (for instance, discriminatory attitudes of local registration officers towards a particular population group), many others will be specific to and exclusive of a concrete event (for instance taboos related to death). An analysis should clearly identify which factors affect all vital events, and which are specific to particular events.

258. Guidance outlined in this Chapter can be applied in situation analysis for different intervention aims, including all different geographical levels and specific population groups. Ideally, capacity should be ensured at the local level to make a light use of this approaches to inform local tailoring of the national strategy.

259. The situation analysis is a rigorous research exercise that should be regularly reviewed according to the evaluations' timeline planned in the overall CR/VS/IM improvement programme, or whenever monitoring data reflect significant changes in the situation.

1. THE PLANNING PROCESS

260. Developing a communication for development strategy is not a complicated neither long process. If the participatory approach and the coordination mechanism described in the Chapter



If it is respected, the planning process will be a smooth one. The Introduction to present Handbook, the sub-chapter Theoretical Framework provides information of the planning process, including the necessary steps to follow⁴¹.

261. When developing a communication for development strategy, each step should be as participatory as possible. Participation in all steps of the process allows community representatives to participate in decision making process, offers them a sense of ownership and helps communities be pro-active.

262. When talking about planning process, several steps are to be considered.

263. Step One is extensive and includes organization of planning workshops, identification of goal and objectives, formative research, identification of main actors, behavioral and communication analysis. During this step, a number of preparatory activities are implemented:

- a. Planning formative research: SWOT, behavioral analysis, communication assessment, analysis of determinants. Information on assessment and analysis will be provided in the sections below. The research will be conducted by the Communication for Development Office, described in Chapter 1 of the Handbook, if the capacities to conduct such a research exist in house. An external consultant may be hired to support the Communication for Development Office.
- b. Bringing together all stakeholders from various structures, as mentioned in Chapter 1 of the present Handbook for a Planning Workshop of minimum 3 days. The Workshop will present the results of the formative research and the recommendations. A template agenda for the Planning Workshop will be provided in Annexes.
- c. During the Planning Workshop the following main questions will be answered: What are the expected behavioral results? What are the strategic approaches and main interventions? What are the main audiences? What are the messages and arguments? What are the roles of different stakeholders? How the Communication for Development Strategy will be validated, funded, implemented, monitored and assessed?

264. Step Two refers to Strategic Design. Based on expected behavioral results and the results of the Planning Workshop, the planned interventions will be finetuned. The main questions to ask to ensure an effective implementation plan:

- a. Which communication interventions should be selected? Please note that a combination of behavior change communication, social change communication, community engagement, social mobilization, capacity building and advocacy should be planned to ensure the achievement of behavioral results.
- b. Who will be the main implementing partners?

⁴¹ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

- c. What are the training needs and for whom should they be planned?
- d. Which are main messages, arguments and communication products? How communication messages and materials will be disseminated?
- e. What mix of communication channels will be used?
- f. How the monitoring and evaluation of the Strategy will be conducted? What are the indicators and mean of verification?
- g. What is the total budget?

265. Step Three includes the development and testing of messages and materials. The pre-testing and testing of messages and materials with representative groups is very important for the success of the Communication for Development Strategy.

266. Step Four refers to the implementation and monitoring of the activity plan. During the implementation the capacity building is essential, especially for interpersonal communicators, such as animators, peer educations, health workers, teachers, registrars, local formal and informal leaders, religious leaders etc. Journalists should be co-opted as supporters of the Strategy and trained accordingly. Communities will be mobilized to support and implement the Communication for Development Strategy. A monitoring system will be established, with indicators and monitoring plan. Based on monitoring data the activity plan and interventions may be adjusted.

267. Step Five – Evaluation and Re-planning. Based on expected behavioral results the outcomes and the impact are assessed, and the results will be discussed with main stakeholders and the members of the Communication for Development Sub-Committee of the Inter-Agency Committee. The responsibility for evaluation resides with the Communication for Development Office. After the evaluation, for the next period, the interventions may be re-planned. In the same time, experience will be shared with wider global community and the results and lessons learned will be made public.

2. FORMATIVE RESEARCH

a) Steps to be taken in planning the formative research

268. The following steps can be followed to make a formative research plan⁴²:

⁴² Adapted from A Global Communication Strategy Development Guide for Maternal, Newborn, and Child Health Programs, UNICEF, 2014.

b) Methods for data collection

269. The analysis should be grounded on data collected from various sources. Information needed for conducting the situation analysis is often available through existing data and research within

STEPS IN MAKING A FORMATIVE RESEARCH PLAN

1. Collect and analyze the available information.
2. Define the need and the goal of the formative research.
3. Identify the intended communities and participants of interest.
4. Identify research questions.
5. You may decide about a full or partial outsourcing of the research based on the capacities of the Communication for Development Office and the Communication for Development Sub-Committee.
6. Determine the sources for secondary data.
7. Determine the sources for primary data:
 - a) Define study population and participants.
 - b) Develop the methodology (e.g., qualitative, quantitative, mixed methods).
 - c) Identify sites for data collection.
 - d) Develop the data collection instruments (focus group discussion guide, survey questionnaire etc.).
 - e) Pretest the instruments.
8. Develop a research implementation plan (including timeline, persons responsible for specific tasks, and budget).
9. Collect the data from all sources and involve local people in data collection, including rapid assessments
10. Analyze data from all sources.
11. Write a report that summarizes the key findings and points to evidence for implementing a specific program or set of activities
12. Share the findings with stakeholders and with communities and groups from which data was collected.

CR/VS/IM systems or from other actors/sources. Before considering conducting primary data collection, the Communication for Development Office should first review the existing sources of recent secondary data that may include:

- a. Socio-demographic data from population and housing censuses, household surveys and administrative records.

- b. Literature review/meta-analysis of relevant researches focused fully or partially on the implementation of CR/VS/IM and on relevant factors affecting it. Existing socio-anthropological research reports, journals and articles may strongly facilitate understanding of the characteristics and socio-cultural dynamics of specific groups or the whole population.
- c. Reports from governmental institutions (starting with official registration figures and reports from any available CR/VS/IM evaluation and census campaigns) or non-governmental organizations (i.e. those working on birth registration or on issues that are considered relevant underlying factors like gender, health, education, cultural traditions, taboos, demand for services that are conditioned to registration/proof of identity etc.), including reports to donor countries and multilateral institutions.
- d. Data from international survey programmes or from organizations like UN agencies or international NGOs. For instance, birth registration is a priority for organizations like UNICEF and Plan International, which often develop situation analysis that may be applicable to the declaration of other vital events, especially when low demand is linked to the overall performance of CR/VS/IM systems or the population's perception of them. Main international household survey programmes that collect data on birth registration are US-supported Demographic and Health Surveys (DHS) and UNICEF-supported Multiple Indicator Cluster Surveys (MICS). They can provide the baseline indicator for the highest level of results in birth registration, percentage of children under age 5 with a birth certificate or whose birth was reported as registered with civil authorities at the time of survey. These same surveys provide information on access to health services, which will be useful to understand the actual reach of the health system that is called to be one of the major gateways for communication for development. MICS include indicators on the use of mass media and ICT too.
- e. Strategies, plans, progress reports and evaluations. This includes programmes with relevant similarities with CR/VS/IM communication, which would allow identifying good practices and lessons learned; or programmes where civil registration could be integrated (immunization, nutrition, public legal education etc.), for which impact should be ascertained.
- f. Media audience reports and reach analysis that may be available at the level of private sector (communication and advertising firms), the government's department of Information and Communication, or organizations conducting communication campaigns.
- g. Financial data from CR/VS/IM systems to understand the resources to be allocated to communication for development at national and subnational/decentralized levels.
- h. Audits of human resources structure, job descriptions, performance records and supervision tools to understand the level of institutionalization and allocation of human resources for communication.
- i. Audits of CR/VS/IM information, education and communication materials and of civil registration forms/procedures for the general population, to assess their adequacy to relevant population groups, particularly the most vulnerable.
- j. Notes from relevant stakeholders' meetings, workshops, symposiums, etc.

270. Additionally, other stakeholders may have plans for conducting any research that may be relevant for the purposes of the CR/VS/IM communication for development programme or where

research questions could be added. Countries sometimes conduct centralized researches and it is possible to negotiate the inclusion of relevant questions related to civil registration.

271. If secondary data is inexistent, incomplete or out of date, the Communication for Development Office will have to decide on the appropriate methods for collecting primary data directly. Separate data collection tools should be developed for the different participant groups and vulnerable segments of the population included in the analysis, knowing that research may lead to the identification of additional participant groups, particularly segments of the general population identified as strong influencers on primary groups. For instance, a survey may ask respondents about people whose opinion is important to them when it comes to civil registration, and family elders may appear as one relevant group that the analysis may want to explore further.

272. Primary data collection should blend quantitative and qualitative approaches. Quantitative methods are most useful for obtaining rates in behavior adoption, attitudes, knowledge etc. since they provide reliable data representative to the concerned population. Quantitative data is also important for campaign evaluation and tracking progress, for example, the percentage of people agree that registration is important before and after the campaign is a good indicator of how successful the campaign. However, they require some previous knowledge about the research topic and do not allow for elaborated answers. Qualitative research should not be neglected since it will facilitate in-depth descriptive information about issues like people's feelings and motivations, concerns, diversity of perspectives, decision making processes and underlying factors. Qualitative markers will be quantified, as these can offer an in-depth view on existing issues. It can provide insights for the design of quantitative research and explain its findings afterwards. Quantitative data focus on who is doing what, when, where and how, while qualitative data explore the "why".

273. Primary sources of information include population/household/organization surveys, in depth-interviews, focus group discussions, field observation, expert opinion/key informant interviews, community/social mapping, SWOT analysis, top of the mind associations, public consultations and content analysis. KAP (knowledge, attitudes and practices) surveys are an instrument commonly used in communication for development. However, these three dimensions may not be enough, and others may need to be added to respond to the analysis questions and on the basis of the theories and concepts selected to frame the analysis. In the case other more in-depth answers are needed, anthropological studies should be conducted. If there are social norms affecting civil registration or the programme uses a social norm approach (turning civil registration into a social norm), surveys should include some basic additional analytical categories that will allow understanding the population/community's expectations. Participatory research techniques (qualitative or quantitative) are also recommended especially for small scale research and research with the most deprived and underserved groups⁴³.

274. Research can be used for different purposes: formative research, assessment of immediate reactions or pre-testing, monitoring processes, or evaluation of outcome and

⁴³ An important resource center for participatory methods (not limited to research) is hosted in Institute for Development Studies' <http://www.participatorymethods.org>

impact⁴⁴. At this stage, the programme uses formative research to conduct the situation analysis and establish the programme's baselines. The chances for primary data collection and the concrete methods to be applied depend on the available resources. As suggested in Chapter I, the initial plan presented to the government for approval and allocation of sufficient resources should include a budget line for formative research that will inform the complete strategy. But if there is a possibility to conduct research prior to government's approval, this should be done.

275. If scarce resources limit the capacity to conduct formative research, at least an in-depth review of secondary data, consultations with key informants and stakeholders through focus groups and interviews, and direct observation in registration sites should be carried out. Findings could be presented in a stakeholders' participatory meeting with the involvement of relevant experts and field staff. The same meeting would be used as a forum for developing the basic inputs of a shared communication situation analysis with the support of a skilled facilitator. The analysis would then be further completed by the Communication for Development Office with the assistance of the facilitator and/or whoever has conducted the qualitative data collection and presented to the same group for validation.

c) Analysis of causes and determinants

276. During the research, the problem statement should be developed, and the causal analysis will be conducted. The causal analysis will be a first step, after an analysis of determinants will be conducted. The causal analysis and the subsequent problem statement will be based on the following questions:

- a. Where and why people do not register their vital events (birth, death, marriage, divorce, adoption etc.)?
- b. How many people lack legal identity credentials?
- c. What are the registration rates in various regions?
- d. What are the key factors influencing the registration rates?
- e. What practices at individual, community and policy levels level keep people to register their vital event?
- f. What is the economic, social and cultural context?
- g. How the registration services are being provided?
- h. What are the most important gaps in service provision?
- i. Are there sufficient human resources and capacity?
- j. What is the quality of registration promotion?
- k. How accessible are the registration services?
- l. What are the monitoring and evaluation capacities?
- m. What are the key challenges to address at individual, family, community, regional and national levels?
- n. What are the expected behaviors and practices to address the problem?

⁴⁴ Guidance on guidance on how to research, monitor and evaluate strategic communication can be found in Essentials for Excellence: Research, Monitoring and Evaluating Strategic Communication for Behavior and Social Change with Special Reference to the Prevention and Control of Avian Influenza/Pandemic Influenza. UNICEF Pacific Office, Fiji, 2008. Available in https://www.unicef.org/cbsc/files/Essentials_for_excellence.pdf

- o. What are the communication channels and community dialogue mechanisms to address the problem?
- p. Are there available resources to solve the issue?

277. Communication for development is one of the key components of an overall CR/VS/IM improvement programme. The situation analysis should begin by understanding the problem to be addressed within the general CR/VS/IM context, so that demand creation strategies and interventions can be aligned with the improvement programme's goals and objectives. A problem statement should capture in a brief and concise manner the nature, the scope, the severity and the causes of the problem(s) that constitute the general framework for the communication for development programme.

278. An initial problem analysis focuses on answering the following questions based on the review of current literature, existing civil registration coverage data, demographic data, survey results, study findings and any other information available on the problem:

- a. A description of the problem normally expressed in terms of low civil registration coverage. The description should be accurate regarding the vital events affected, and eventually any significant differences in coverage rates among the various vital events.
- b. Identification of the population affected by the problem, with attention to the mapping of the most deprived and underserved groups: who are they, where and why? Civil registration coverage data disaggregated by gender, language, literacy level, ethnic group, religious group, geographical/administrative division, etc. should be studied for this end.
- c. Description of the effects of the problem on the affected population. In principle this would be linked to the ways in which low coverage is preventing the population from enjoying the relevant concrete benefits of high-quality CR/VS/IM systems.
- d. A causality analysis addressing immediate and underlying causes with reference to data from any existing surveys or database. There may be also academic literature on cultural and social practices affecting civil registration, including for instance taboos around death or traditions related to birth and marriage. Most relevant identified determinants to civil registration at all levels of the Social Ecological Model (individual, interpersonal, community, organizational, and policy/enabling environment) should be reflected here. Determinants will be explored in more detail during the context analysis step. But this problem analysis should capture what the programme knows so far.
- e. Description of the immediate, short- and long-term measures being done to address the problem, including the fields of legal, organizational and technical aspects of CR/VS/IM systems as well as of communication.
- f. Indication of the changes needed to overcome the problem/s, which in fact should match the key goals and objectives set in the overall CR/VS/IM improvement plan for the contribution of the demand creation programme.

279. The resulting problem statement should be worded in terms of what people are doing or are not doing (behaviors) and how this contributes to the low coverage of civil registration. This behavioral component will be the concrete focus of the demand creation programme's contribution. The problem statement should indicate if additional research is required too.

280. During the early stages of the organization of the communication for development programme, prior to the approval of the programme and commitment of funds by the Government, the identification of problem areas and priorities for the overall CR/VS/IM improvement plan is done on the basis of a national in-depth evaluation of the current status of the development of the country's CR/VS/IM systems or through other means. Working in coordination and collaboration with the overall national inter-agency coordination committee that oversees the country's CR/VS/IM improvement programme, the Communication for Development Sub-Committee should have taken the lead in data collection and analysis of social and behavioral determinants to registration and in formulating the priorities that are specific to encourage civil registration. The problem analysis addressed in the present Chapter should have been in fact conducted during this very initial work of the Communication for Development Sub-Committee for the identification of problem areas and priorities as part of the preparation of preliminary documentation for the Government.

281. The analysis of determinants and bottlenecks⁴⁵ of a complete and timely registration and the production of vital statistics is important to inform the strategy development. Determinants would be grouped according to their nature, and would be prioritized for action in the following broad categories⁴⁶:

Categories	Determinants	Description
Enabling Environment: The social, political, budgetary, and institutional determinants necessary to achieve results.	Social norms	Widely followed social rules of behavior
	Legislation/policy	Adequacy of laws and policies
	Budget/expenditure	Allocation and distribution of required resources
	Management/Coordination	Roles and accountability/coordination/partnership
Supply: The actual operational capacity of the relevant instructions, actors and system(s) accountable for the provision of services, promotion of practices and behaviours	Availability of essential commodities/inputs	Essential commodities/ inputs required to deliver a service or adopt a practice
	Access to adequately staffed services, facilities and information	Physical access (services, facilities/information)
Demand: The geographic, financial, social and cultural factors that facilitate or hinder the target population with regard to benefiting from the services, facilities, systems or desired practices	Financial access	Direct and indirect costs for services/ practices
	Social and cultural practices and beliefs	Individual/ community beliefs, awareness, behaviours, practices, attitudes
	Timing and continuity of use	Completion/ continuity in service, practice

⁴⁵ https://www.unicef.org/about/employ/files/MoRES_Briefing_Note.pdf

⁴⁶ Adapted from A Global Communication Strategy Development Guide for Maternal, Newborn, and Child Health Programs, UNICEF, 2014.

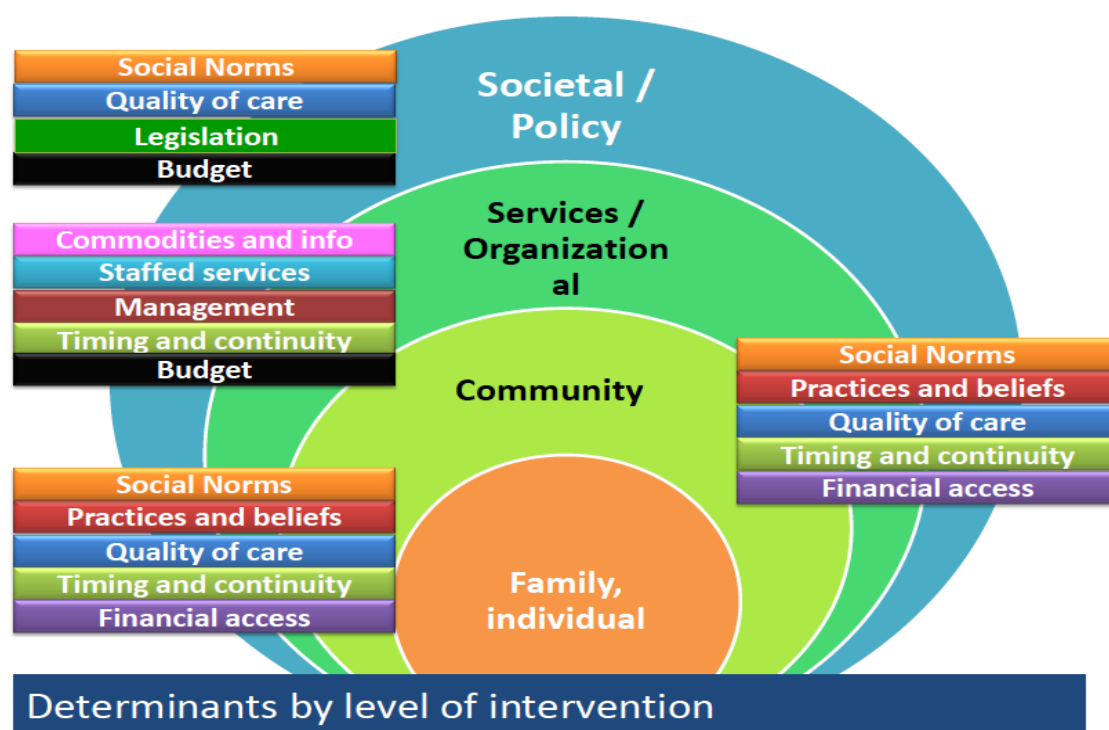
Quality: Compliance with minimum standards that are defined through national or international norms for effective coverage of a service, system or practice	Quality of care	Adherence to required quality standards (national or international norms)

282. Some examples of determinants collected in Burkina Faso during a focus group with mayors of Ouagadougou, linked to marriage and divorces is presented below:

Enabling Environment:	Social norms	The festive nature of marriage that may not encourage thinking about initiating an administrative process. Some categories of people are afraid of marriage because of inheritance issues. People in the informal sector and peasants do not feel concerned about civil marriage (customary marriage is the preferred option).
	Legislation/policy	Slow and lengthy procedure that requires going through different services (eg. taxes to obtain a document): photocopies of the identity cards of the married and witnesses, prenuptial medical paper, paper attesting the local residence, birth certificates and marriage contract to be obtained by the notary Choice of matrimonial regime that is problematic (polygamy or monogamy): community or separation of property or participation in assets
	Budget/expenditure	Infrastructure issues: the registration centers have to wait to obtain legally marked documents from the courts Wedding halls are not adapted and cramped Marriages can be celebrated without family booklet (training of agents that is not adequate)
	Management/Coordination	Non-availability of qualified human resources (very short training, city hall where there is a plurality of options)
Supply:	Availability of essential commodities/inputs	Lack of proper registers made available by the courts (which slows down the process).
	Access to adequately staffed services, facilities and information	Considerable distance to access adequate services and information. Lack of infrastructure and information (no training or material available). Illiteracy makes it difficult to access information.
Demand:	Financial access	Residence tax (price attached to taxes and water and electricity bill) and the cost of marriage makes the cost of the file unaffordable High transportation costs and several visits necessary to register a marriage.

	Social and cultural practices and beliefs	Primacy of customary rather than civilian marriage. Marriages forced through a family arrangement (in the northern region). Pressure from parents (on both sides, but especially the father's) who push not to make a civil marriage.
	Timing and continuity of use	It takes too much time to gather all necessary documents and to register a marriage.
Quality:	Quality of service	The quality of services is very low, the completed forms are not always recognized by foreign embassies. The completeness of the registration is not ensured.

283. Each of the 10 determinants relates to one or more levels of the Social Ecological Model⁴⁷:



284. In general, it should be emphasized that the greatest barrier to registration is lack of awareness of or indifference to the need for registration, as well as historical reluctance and cultural objections. Registration is not generally viewed as being very important in many developing countries, where many people are more concerned with survival. The communication for development programme should provide people with information about the benefits and requirements of registration, motivate and support them in taking concrete (individual and collective) action, enable dialogue around CR/VS/IM and participation in addressing main determinants of the low registration rates, and facilitate opportunities for communities to influence

⁴⁷ Adapted from A Global Communication Strategy Development Guide for Maternal, Newborn, and Child Health Programs, UNICEF, 2014.

the delivery of civil registration services and build trust between service users and providers. The following factors usually contribute to a low level of registration, and indicate indifference on the part of the population and the inadequacy of many current CR/VS/IM systems:

- a. Lack of interest among parents and parties to a marriage;
- b. Ignorance about the law requiring the compulsory registration of births, deaths, and marriages and divorces;
- c. The custom is not to register vital events, especially in some cultures;
- d. The distance from the place of occurrence to the registration center;
- e. A common belief that if a child is baptized its birth is already registered.

285. Determinants of ineffective registration in several countries mentioned below illustrate the type of problems that might also be present in any given country. The analysis of problems under the framework proposed in this Chapter and the identification of the participant groups will allow for the design of tailored communication for development strategies directed towards those groups. Communication for development combined with incentives would be the best approach to direct those population groups to register vital and civil status events.

286. Along with specific strategies, the Government should increase the demand for vital event certificates (or copies of vital records) and should enforce the laws and reporting procedures. Examples of how that can be done within different cultures is to require official vital event certificates in order to be able to use various religious services, to qualify for land allocation, jurisdictions for group settlements, acknowledging citizenship to entitle people to health care and to access a number of other social services. Thus, in the long run, constraints will have a diminishing effect on the completeness of the system and will eventually disappear.

287. The examples described below illustrate how a wide range of factors including perceptions, cultural beliefs and traditions, social norms etc. affect the registration completeness and timeliness in Kenya, the Philippines, Indonesia, Zimbabwe, Malaysia Botswana and Peru. The examples also illustrate how socio-behavioral factors interact with and are often influenced by the wider environment, including the legal, administrative and technical aspects of CR/VS/IM systems.

288. Resistance to registration of births and deaths may originate from deeply rooted cultural inhibitions, namely, beliefs and practices associated with the birth of a child or the death of a family member. Any questions from an outsider relating to those events are considered intrusions into the intimate affairs of the family and community. Death, in particular, being a sad event, creates a state of mind in which the need for registration or detailing particulars about the death and the deceased can hardly bring the consolation that a family would expect at such a time, especially if it is not conveyed in accordance with the local culture.

289. Several traditions influence directly the civil registration. 7-days delay in giving a name to a child, prohibition for the woman to exit the house during this period, a child is considered existing only after this period of 7 days and after the naming ceremony. So no registration of the child happens before this time.

290. In Burkina Faso people do not speak about deceased, their name is not mentioned. The burial is usually done within few hours after death. Many times, people are buried in their garden

or near the house. In some regions of Burkina burying people on a piece of land gives to its successors the right to use that land.

291. When discussing the use of population registers for vital statistics purposes, the Principles and Recommendations for a Vital Statistics System, revision 3⁴⁸ states that gathering considerable information about individuals in a single system, including sensitive medical data on fetal deaths and causes of deaths, raises fears concerning disclosure as well as acquisition of too much knowledge regarding individual lives. In cases where concerns about intrusion into the private lives of persons and about confidentiality risks may be spreading among the public, action should be undertaken to demonstrate the advantages of the system. In addition, the demand creation programme can also support advocacy efforts for countries to put in place all the regulations, systems and practices needed to prevent any misuse of this important statistical source and to ensure that the authorities always practice transparency when using the population register.

292. Other examples of determinants of low registration rate refer to the service characteristics and performance, for instance the complexity of procedures, the non-application of the gratuity of civil registration by local officers, discriminatory practices or other aspects related to the interpersonal communication skills of system's actors. For instance, discrimination against a single mother of a child born out of wedlock may prevent birth registration from taking place. The communication for development programme can serve to strengthen the interpersonal communication capacity of local registrars and other actors mandated to do the declaration or the registration of vital events, and to the establishment of user feedback and social accountability mechanisms for individuals and communities to have a stronger capacity to influence service delivery.

3. PROGRAMME ANALYSIS

293. This step in the strategy development should analyze any existing CR/VS/IM communication programme previously conducted and/or interventions designed to respond to the issue(s) described in the problem statement. The programme analysis starts with an inventory of the past and current programmes to increase demand for civil registration, as well as changes to the service delivery or the policy framework that may have been implemented to address demand bottlenecks (for instance, revision of declaration procedures to make them more user-friendly). Any available documentation will be compiled and used to determine their impact and to identify good practices and lessons learned. The extent to which the programme addresses the social and behavioral factors described and covers the priority populations and geographical locations identified in the above problem analysis should be determined.

294. The systems' structure and capacity for communication for development is also analyzed: is there an ED/COM Office within the agencies responsible for CR/VS/IM? What is the level of staff's dedication to communication at different levels of the systems? Do the existing plans and programmes integrate communication? Do budgets include a budget for the demand creation component? What are the available data and monitoring and evaluation mechanisms?

⁴⁸ The Principles and Recommendations for a Vital Statistics System, revision 3.

295. The actual contribution of the different partners and allies is described as well, including government agencies, donors, civil society organizations and international NGOs, faith-based organizations, multilateral organizations, media, private sector etc. who are significant participants in the programme at national, sub-national and local level. This may include an inventory of related programmes and agencies responsible for them, for example, parenting education or public legal education programmes that may have included civil registration promotion components. All communication materials produced so far should also be compiled, together with a discussion on how they have been used and how effective they have been.

296. An inventory of existing policies is needed to identify the parameters for the demand creation programme. This refers to both overall CR/VS/IM policies, as well as any existing national policies related to communication for development. Any policies concerning CR/VS/IM that require changes should have been already identified by the overall improvement programme, which needs to be taken into account by the communication for development component.

297. When discussing about “what has been done to date”, relevant changes envisaged by the CR/VS/IM improvement programme should be taken into account. Policy, legal, administrative and technical measures may affect demand and provide opportunities for the delivery of the communication for development programme.

298. At this point, a sound communication quality assessment would be extremely useful for countries where a communication programme already exists. Such an assessment would inform the capacity building component of the strategy and plan. It would focus on a set of topics, or a selection of them according to the programme needs, including theory-driven planning and design, collection and use of data, negotiation and strategic partnerships, development of strategies, implementation of communication strategies, strengthening of staff competencies, implementation structure, supervision of the quality of service delivery, research, monitoring and evaluation frameworks and mechanisms, use of research for evaluating impact, and utilization and communication of results. Available quality assessment tools, namely in the field of Public Health, can be adapted and/or applied to CR/VS/IM communication for development programmes⁴⁹.

299. As mentioned in Chapter I, the programme analysis is one of the steps that could be easily addressed as part of the elaboration of the concept for communication for development programme to be presented for Government’s approval and commitment of funds.

4. IDENTIFICATION OF PARTICIPANTS AND THEIR BEHAVIOR

300. Following the programme analysis, the analysis of the participants and their behavior is needed. While the analysis of their behavior is addressed below, the identification of participant

⁴⁹ A useful resource is the Social and Behavior Change Communication Quality Assessment Tool included in the C-Change SBCC Toolkit, FHI 360, 2012. It includes three versions: for organizations, for use with donors and networks, and for individuals.

<https://c-changeprogram.org/resources/sbcc-capacity-assessment-tool>

groups determines the people to be involved in programme activities in order to achieve the communication objectives, based on their characteristics, their current influence on the identified problem(s) and/or the role they are expected to play, and the resources that each of them can access to increase and sustain increase in civil registration rates.

301. In communication for development the concept of target group, audience or actor is replaced with the concept of participants. This way, the main principle of the communication for development is the full participation of all identified intended groups in the development, implementation, monitoring and evaluation of the strategies and programmes. Consistently with this and with the central role of dialogue and participation in communication for development, the traditional jargon of “target groups” is replaced here with “participant groups”.

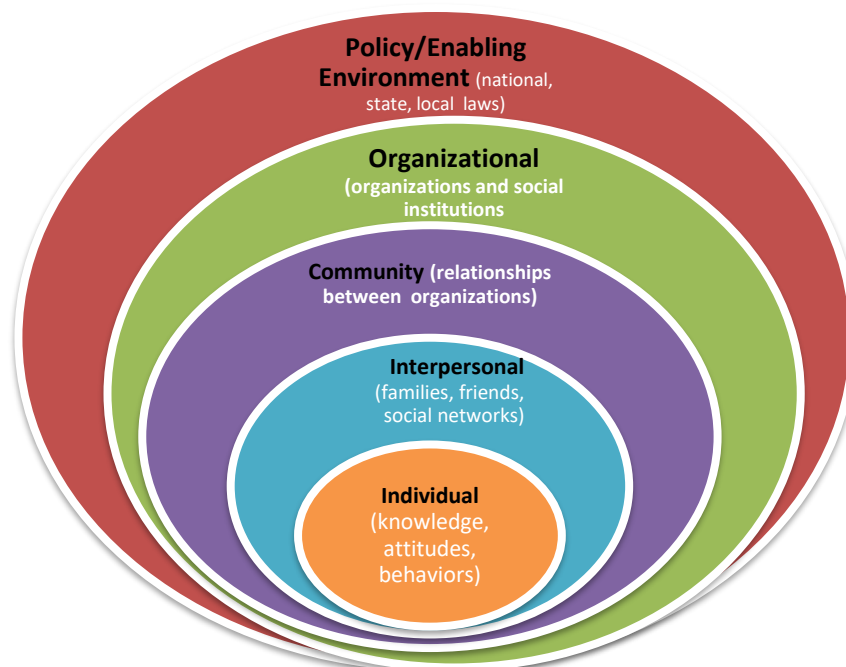
302. Identification of participant groups is a core element in communication for development since specific communication strategies, channels, activities and contents will depend on their characteristics and roles; on their knowledge, attitudes and practices; and on their level of resistance to change.

303. Such groups are at the same time target audiences of and participants in the communication for development programme. For instance, local religious leaders may be addressed through a workshop to discuss the importance and benefits of CR/VS/IM systems, how consistent civil registration is with religious norms, and how they can support the promotion of civil registration services. The objective is engaging them in promotion activities, and they may decide to include the topic in the weekly prayers, becoming active participants in the programme. Therefore, such groups are not expected to be mere recipients of information, but to take concrete actions to achieve behavioral objectives.

a) Identification of participants based on social ecological model

304. As presented in the Introduction to this Handbook, communication for development bases its approaches on the Social Ecological Model (SEM)⁵⁰, which represents a theoretical framework to understand the levels of influence on a certain behavior. There are five nested, hierarchical levels of the SEM: Individual, interpersonal, community, organizational, and policy/enabling environment (figure below). The table presented below provides a brief description of each of the SEM levels.

⁵⁰ Centers for Disease Control and Prevention (CDC), The Social Ecological Model: A Framework for Prevention, <http://www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html>, adapted from A Global Communication Strategy Development Guide for Maternal, Newborn, and Child Health Programs, UNICEF, 2014.



305. A description of Social Ecological Model (SEM) Levels are presented below⁵¹:

SEM Level		Description
Micro (community level)	Individual (Primary)	Characteristics of an individual that influence behavior change, including knowledge, attitudes, behavior, self-efficacy, developmental history, gender, age, religious identity, racial/ethnic/caste identity, sexual orientation, socio-economic status, financial resources, values, goals, expectations, literacy, stigma, and others.
	Interpersonal (Secondary)	Formal (and informal) social networks and social support systems that can influence individual behaviors, including family, friends, peers, co-workers, religious networks, customs or traditions.
	Community (Tertiary)	Relationships among organizations, institutions, and informational networks within defined boundaries, including the built environment

⁵¹ Adapted from A Global Communication Strategy Development Guide for Maternal, Newborn, and Child Health Programs, UNICEF, 2014.

	(e.g., parks), village associations, community leaders, businesses, and transportation.
Organizational (Meso)	Organizations or social institutions with rules and regulations for operations that affect how, or how well, for example, CR services are provided to an individual or group.
Policy/ Enabling Environment (Macro)	Local, state, national and global laws and policies, including policies regarding the allocation of resources and access to services, restrictive policies (e.g., high fees or taxes for services), or lack of policies.

306. Based on the SEM, the participants will be identified for each of the above described levels. The overall CR/VS/IM improvement programme's objectives, particularly those adopted by the communication for development programme as the premise for its communication strategy, and information from the situation analysis should be the basis for determining the participants in the communication for development plan. As discussed above, the situation analysis focuses on the behavioral component, this is what people are doing or are not doing (behaviors) and how this contributes to the low coverage of civil registration. Now it is about accurately identifying the people who are enacting such behaviors. In further stages data will help determine how ready the majority of each group is to change behavior.

307. Communication strategies sometimes target mostly primary participants. These are for instance, in the case of CR/VS/IM, the individuals who should declare vital events for their registration. However, a communication for development strategy will usually require interventions specifically designed for participants at other levels in order to build the supportive environment for high demand for civil registration.

308. There will be multiple participant groups depending upon which level(s) of the Social Ecological Model will be addressed. Separate data collection tools should be developed for each of them. This Handbook works on the assumption that determinants to effective registration exist at all levels of the social ecological model.

309. Consistently with the Social Ecological Model, the Principles and Recommendations for a Vital Statistics System, revision 3 refer to the several groups of persons involved in CR/VS/IM systems in one way or another, whose understanding and cooperation should be secured through communication. These groups encompass: the general public; representatives of institutions, professions and agencies; senior government officials; and personnel working directly within the registration or vital statistics systems. These groups are presented in the next section so as to enable accurate analysis and planning.

310. In order to facilitate the identification and visualization of the participant groups and their interrelations from a social ecological perspective, it is common to place the groups in five concentric circles, putting the primary participants in the center and other participants in the subsequent circles (see the figure above).

311. Primary participants are the persons whose behavior is the main indicator of programme success. The primary participant does not necessarily coincide with the beneficiary of the intervention. For instance, in birth registration the beneficiary is the newborn child, but it is the mother/parents whose attitude and action are critical for achieving high birth registration coverage.

312. Secondary participants are people who have contact with primary participants and whose actions strongly influence their behavior. They share the same cultural and social environment with primary participants and may also be directly affected by the problem(s). This category usually includes grandparents and other relatives, friends or neighbors.

313. Tertiary participants encompass people in the community who allows for certain activities and controls resources, access to, demand for, and quality of services: local registrars, community health workers, local religious leaders and faith-based organizations, local media, health management committees, school teachers etc.

314. Participants at meso level (organizational level) represent those who will be directly involved in programme implementation, these are organizations responsible for CR/VS/IM, other professional groups who can contribute to the achievement of results, NGOs and mass media at regional level, executive bodies of various state authorities.

315. Participants at macro level (policy and enabling environment) are those whose actions indirectly influence the behaviors of participants in the other rings by their power to make decisions and control the broader political, social, cultural and economic environment and communication channels. They are essential for defining the policy and legal framework of CR/VS/IM systems, resource and institutionalize the communication for development programme and enact other components of CR/VS/IM improvement. This category may include policy and law makers, national religious leaders, professional associations, national NGOs and CSOs leaders, national media etc.

316. Since the identification of participant groups is mainly looking at people, we may find representatives of same institutions in both micro and meso groups. For instance, a midwife working in a public health facility would be a tertiary participant, while the Minister of Health and high-level officials from the Ministry of Health would be macro level participants.

317. It is not rare to find difficulties in placing actors at the right level. Specially during participatory analysis and planning involvement of stakeholders, significant amounts of time are spent in discussing if a given participant group should be categorized as primary, secondary, tertiary, meso or macro. The important thing is to accurately capture all relevant stakeholders in terms of people (not institutions), the relations between groups, and to link them to the right strategies in the next phase. Identification of participant groups should be specific to the possible extent, avoiding generic terms like “stakeholders” or “community members”. The more the planning exercise takes place at the local/micro level, the more specific the identification of participant groups can and should be.

318. The identification of participant groups should pay attention to equity and gender issues. To this end, underserved and most deprived groups may require a separate analysis, or at least consideration of participant groups that may be exclusive to them. For instance, communication with a minority religious group will most probably count on their local and national leaders, while religious factors may not have a significant influence for the rest of the population. Or a gender empowerment programme may provide an excellent gateway to reach women with information and counseling on marriage and divorce registration.

319. After all possible participant groups have been identified on the basis of the problem analysis, the Communication for Development Sub-Committee and the Communication for Development Office should prioritize them for action in keeping with the overall national plan of action for CR/VS/IM improvement, which will have determined problem areas, goals and objectives, and strategies to achieve the desired results. The focus should be put on tertiary, meso and macro participants who have the most influence on primary participants, who are more accessible to the programme, who would respond well to capacity building and/or who are already engaged in similar activities.

320. An extensive listing of participant groups and individual members and leaders/heads, including contact data, should be elaborated at a later stage, prior to implementation. In fact, some of them will have been identified at the moment of creation of the Communication for Development Sub-Committee. Following the identification of participant groups, the communication for development programme would benefit from updating the membership of the Sub-Committee as needed.

321. The categories of target groups that should be approached for their cooperation and assistance are described below. It is important to tailor the communication for development activities to each group. The identification of such groups is the initial step in the design of effective communication for development programmes. The largest groups are:

- a. The general population
- b. Civil registration staff
- c. Vital statistics staff
- d. Identity management staff
- e. Medical societies/practitioners
- f. Hospitals, health clinics; township hospitals, rural health stations, mobile health units, public health officials, nursing homes and homes for the elderly.
- g. Coroners (or their equivalents)
- h. Midwives, birth attendants,
- i. Funeral directors and morticians (or their equivalents)
- j. Religious authorities/groups/spiritual leaders
- k. Persons responsible for customary religious/traditional marriages
- l. Registrars responsible for civil marriages
- m. The courts, law societies and legal education officials
- n. Organizations concerned with relevant health education/promotion programmes and campaigns
- o. Organizations concerned with human rights
- p. Appropriate educational institutions and groups

- q. Public opinion makers, regional and community leaders, tribal chiefs, and village elders
- r. Women's groups and associations
- s. Government (heads of State, concerned ministers and deputy ministers, and regional and local government officials etc.)
- t. Main users of civil registration/vital statistics information and data (including planners, policy makers and researchers)

322. These are categories of participant groups, but not the participant groups (people) themselves. One same category may include various people at the same or different levels. For instance, Religious authorities/groups/spiritual leaders embed local religious leaders (tertiary participants) and national leaders of the same religious group (macro level participants). In general terms, different participant groups within one same category should be analyzed separately since they may face different challenges, be expected to play different roles, and therefore participate in different type of activities and receive adapted information. Packing of groups for planning purposes would only be possible if the analysis of their behaviors results in significant similarities.

323. Because the categories listed above will all play important roles in the successful implementation of improved CR/VS/IM systems, it is very important that the Communication for Development Office identifies the leaders of those groups and their influential members so that communication activities may be directed to them to obtain their close cooperation and participation in the planning and implementation of the overall programme.

324. The directory of potential participants will be created, as recommended above and some of the persons listed in the directory will have responsibilities at the national level; others will be involved at the regional, or provincial/state/county level; and the interests of others will be at the local community level. If a decentralized registration system is used, then the directory listings must reflect the actual registration organizational structure in a manner that will not only facilitate contacting specific occupational or interest groups but will also enable them to be contacted by geographic areas as well. Actually, it is fundamental that communication with participant groups takes place horizontally at the corresponding geographical/administrative level through the communication for development leaders, who should have the relevant listings available and can definitely contribute to elaborating them for their own use. Additionally, in many cases, vertical communication from the central/national level to decentralized levels may be better conducted jointly with the national leaders/heads of the corresponding groups, and they may opt for submitting communication products through their own structures. For this reason, in order to optimize the use of resources, the need for elaborating a centralized directory for each group should be discussed before operations start.

325. The directory should include the name, position or title, post address, e-mail address and telephone number (and fax or telex number) of every leader or influential member categorized under each of the target groups. Updating should be a continuous process.

326. Some people in the directory will be listed under two (or more) categories. For example, a physician may be a member of a medical society (category 3) and may also be on the staff of a

hospital (category 4) as well as a member of a human rights organization (category 13). Some provision must be made for cross-referencing such multiple listings.

327. For the general population group (category 1), it will be practical and valuable to compile a list (by their geographic locations and rural settlements) of groups of underserved and most deprived groups, like illiterate, nomadic or aboriginal people whose events may not be registered, because such special population groups should be involved in many aspects of CR/VS/IM registration improvement, and should be targeted by the communication for development programme. Engaging those groups in civil registration would be one of the most important tasks of the programme.

1. Participants at Micro (Community) Level

a. Primary participants

328. Primary participants are basically those who should require registration of their vital events (parents or fathers of the child for birth registration, close relatives of the deceased for death registration etc., depending on the scope of the programme). In fact, all the general population is concerned, since all individuals are potentially touched by the ensemble of vital events that should be registered and the need of legal identity credentials. However, when setting the exact interventions, the exact group of people should be identified. Individuals have an important role in providing information for notification forms or directly declaring the occurrence of vital events. Moreover, their active demand, as people directly concerned by the benefits of registration, for civil registration should serve to hold providers accountable for delivering quality registration services, therefore becoming an important game changer in improving CR/VS/IM systems. For this reason, the general population is expected to understand the value of CR/VS/IM systems and demand civil registration of vital events as both a right and a responsibility.

329. At a least, the general public must be made aware on a long-term, continuous basis of the registration compulsoriness, their requirements and their benefits. Nevertheless, additional objectives and results may be defined based on the analysis, like improving attitudes, beliefs or self-efficacy of specific groups.

330. It is not necessary to compile a list of the country's general population from any census or electoral lists for the purpose of the programme. For the purpose of information, the best strategy is to reach the general population through media and other communication techniques, with informative spots/articles about what registration is, the benefits, and how to do it to raise general public enlightenment. A strong branding around the idea of CR/VS/IM as a public service and an essential tool for fulfilling human rights and enhance governance may be a good option for communication with the general population. Then appropriate attention should be directed to the specific groups, whose behavior should be changed, paying particular attention to interpersonal communication, community mobilization and capacity building.

331. The Principles and Recommendations for a Vital Statistics System, revision 3 presents the appropriate informant or source of information for the registration of vital events, and suggested alternates, in priority order of preference for the different types of event, considering different

scenarios. The list of appropriate informants for priority vital events provides a base for segmentation of the general population into concrete participant groups⁵².

332. Live birth and fetal death: The head of the institution (or designee) if event occurred in an institution, or the mother, the father, the attendant at the delivery, the nearest relative of the mother, or any other adult person having knowledge of the facts.

333. Infant death: The head of the institution (or designee) if event occurred in an institution, or the mother, the father, the nearest relative of the mother, or any other adult person having knowledge of the facts.

334. Death of an adult person: The head of the institution (or designee) if event occurred in an institution, or the nearest relative of the decedent, or any other adult person having knowledge of the facts.

335. Marriage: the bride and the bridegroom.

336. Divorce: either one of the parties, or the petitioner of divorce.

337. Subsequently, concrete primary participant groups would be the parents (birth, fetal death and infant death), nearest relative of the decedent (death of an adult person), bride and bridegroom (marriage), petitioner of divorce or parties to the divorce.

b. Secondary participants

338. Nearest relatives and other adult persons having knowledge of the facts will be considered secondary participants, as they are also alternate informants and influencers. Information delivered to this group should include an appeal to the role of such alternate informants: e.g. “if you are the nearest relative of new-born child, make sure the birth is registered”. This type of message appeals to both their role as potential informants and as influencers of parents.

339. Other participant groups within the nearest relatives may need to be identified depending on the social dynamics and cultural norms specific to the context. For example, in birth registration, if parents are the primary participants, then secondary participants may include for example the grandmother or other senior women in the family, depending on the cultural norms that may define a strong influence of certain family members in parenting practices. Another example is the case of friends and peers. For birth and marriage registration, other couples who have recently married or had a child may be a reliable and influential source of information and opinion for other couples who are planning marriage or parenthood. As satisfied users, newly married couples who have registered their marriage are in a good position to advocate for registration, provide advice to their social networks, contribute to build self-efficacy by guiding others across the procedure, or dispelling negative rumors about civil registration. The importance of this kind of participant groups cannot be overemphasized since evidence from behavior and social change communication interventions in public health frequently shows that word of mouth is one of the most important channels of communication and that relatives, friends and peers are very relevant sources of information.

⁵² The Principles and Recommendations for a Vital Statistics System, revision 3.

2. Participants to be attributed to Tertiary, Meso and Macro levels, depending on the role and situation analysis

Civil registration, vital statistics and identity management staff

340. It is of utmost importance that all levels of the staff of civil registration, vital statistics and identity management systems be fully involved in all aspects of the improvement programme and communication for development activities. Local civil registrars, and eventually other staff in local registration units, would be the concrete tertiary participants within this category. Staff of civil registration and vital statistics systems at other levels would be included as meso or macro level participants. As birth registration represents an entry into the identity management systems, and the death registration represents an exit from these systems, the staff of the agency that manages identity credentials needs to be fully incorporated in the communication strategy.

341. Local registrars are not only responsible for the direct delivery of civil registration services. According to the Principles and Recommendations for a Vital Statistics System, revision 3⁵³, local registrars have the duty of adopting such measures as are required to enable the public to be informed of the necessity, procedures and requirements of registration, and the value of vital statistic. S/he is also expected to maintain a constant and continuous relationship with the community.

342. In developing the strategy of the overall registration improvement programme and communication for development strategy, consideration should be given to rewarding local registrars for the timeliness and completeness of registration in their areas by public recognition of their good work.

343. If the country has a centralized registration system, the Office of the Registrar General (or equivalent) should be able to provide a comprehensive list of local registrars. Also, list any appropriate civil registration staff. In compiling lists of local civil registration staff, it must be remembered that in many cases the Registrar General of a country does not have direct responsibility for the people who actually do the registrations. In many instances, municipalities have the responsibility of appointing and paying local registrars.

Medical societies/practitioners

344. The cooperation of the medical profession is more essential than that of any other professional/occupational group to the implementation of a successful registration improvement programme and demand creation plan. Medical practitioners are therefore tertiary participants, while representatives of the medical societies at national level would be included as macro level participants.

⁵³ Principles and Recommendations for a Vital Statistics System, revision 3

345. Medical practitioners must provide medical information about births and fetal and other deaths. Medical practitioners last in attendance upon a deceased person must supply and certify specific cause of death information in detail.

346. Doctors are respected opinion leaders. They have the power to influence the attitude and behavior of other people, so they should be actively encouraged to participate fully.

347. Hospitals, health clinics, township hospitals, rural health stations, mobile health units, public health officials, nursing homes and homes for the elderly etc. are part of Meso level participants. Health institutions and personnel are in the closest touch with the populations in their areas, and unless they occur in very remote rural areas most births and many deaths occur there. They often implement health education activities, often through community outreach, in which demand for and use of civil registration can be embedded when appropriate. Prenatal care facilities are in a prime position to acquaint mothers-to-be with the requirement for birth registration and to inform them of how and when to register them.

348. Since immunization of children is now universal, the staff of post-natal care facilities should require birth certificates, and if the birth of the child being brought in has not already been registered, the parent(s) should be directed to the nearest registration unit. In many instances, it might be possible to appoint a deputy registrar at such a facility who could carry out the entire birth registration process on the spot.

349. In a few jurisdictions, a registration of death form is utilized to collect information for both statistical and legal purposes and must contain a medical certificate certifying the cause of death in accordance with the specifications of the International Classification of Diseases.

350. In other jurisdictions, certification of the cause of death may be listed only on the statistical form. The latter is common practice in countries that use books to record the vital event to comply with legal requirements, and in addition fill in a separate form to report deaths for statistical purposes, such as most Latin American countries.

Coroners (or their equivalents)

351. Coroners deliver critical services in terms of determining the cause of death of unknown person within their jurisdiction. Consequently, they need to be fully aware and trained in the necessity of registering the occurrence of death and the certification of the cause of death.

Midwives, birth attendants, village leaders etc.

352. Midwives and birth attendants, as well as leaders who may be responsible for birth registration in their villages, should be fully involved in communication for development activities. It is important that they have good knowledge about the reasons for registering the birth of a child and when, where, and how that may be accomplished. They should also have the skills to properly convey that information to expectant and new mothers and fathers eventually engaged in counseling or health education activities, and to engage with them in dialogue oriented to

problem solving if particular deterrents prevent them from taking appropriate action for birth registration. Should their roles and responsibilities include health education group sessions (like classes for new mothers/parents or mothers/parents-to-be), group/dialogue facilitation techniques should also be part of the capacity building activities.

353. Birth attendants are considered alternate informant/source of information for births and fetal deaths in the Principles and Recommendations for a Vital Statistics System, revision 3. For this reason, their additional role as tertiary participants (declaration of the vital event) needs to be considered for analysis and planning purposes too.

354. To assemble this list, determine if midwifery is a recognized profession in the country. If so, presumably there is a list of the persons so qualified, or there may be a professional association with a membership list, or perhaps they are organized on a regional/provincial/state/county basis and would have to be approached accordingly. If not, it will be necessary to obtain locally lists of persons who act as midwives and birth attendants in each community.

355. For village leaders, the regional/provincial/state/county administration should be able to provide a listing or could be directed to obtain names from community leaders; or there may be tribal leaders/chiefs who could provide such information. It depends on the circumstances of each country and the degree of its centralization or decentralization.

Funeral directors and morticians (or their equivalents)

356. Funeral directors and morticians (or their equivalents) in some countries are responsible for completing the registration of death form, which is generally required before a burial or cremation permit is issued. They must accurately record such information as the name of the deceased person, address, sex, date and place of birth and death, occupation, names of parents marital status, name of spouse (if applicable) etc.; and deliver the completed form to the Registrar General or appropriate officials. That is a common practice in the United States of America, Canada and some states in Mexico.

Religious authorities/groups/spiritual leaders

357. In many countries, marriage is solemnized by a religious authority in accordance with the practices and traditions of each group. Some religions also have authority over granting divorce. In some countries, such as Indonesia, the responsibility for Muslim marriages and divorces is under the jurisdiction of a Department of Religion. Three other departments: health, justice and the interior, are also involved in the registration of vital events.

358. The ecclesiastical authorities or heads of those religious bodies (macro level participants) must be involved in the overall improvement project, most particularly because they will direct the clerics, priests, imams etc. (tertiary participants) who actually perform marriages about why and how to register them officially with the Government. The religious authority may also grant divorces, which must be reported to government officials.

359. In addition to their eventual specific responsibilities in registering marriages and divorces, local clerics, priests, imams etc. may have a strong influence on the behavior of primary participants or even other secondary participants and have a privileged position to engage with them when priority vital events occur: births, deaths, marriages and divorces. Therefore, in many contexts they are considered key allies in behavior and social change communication interventions. Their role may be even more important when determinants to registration have a cultural or social norms nature. In such cases they often play a central role as gate keepers.

360. For listings, check to determine if religious groups and the heads of these organizations have to be registered with the Government in order to have, their clerics/representatives authorized to solemnize marriage. If so, a government office would be able to provide this information. If religions are less structured, other means must be used. Regional/provincial/state/county administrations should be able to provide information. Check telephone books/city directories.

Persons responsible for customary religious/traditional marriages

361. Marriages are generally solemnized by persons authorized by their religious groups to perform those ceremonies, and they are the individuals responsible for correctly filling out the official marriage registration forms and getting them to the proper government officials. They should be knowledgeable about the marriage registration requirements and purposes.

362. Also, these religious representatives are involved in all aspects of family life, including birth and deaths, so they should have a broad knowledge of these registration requirements. Since they are respected community leaders, they have the influence to motivate people to take positive action about registration, so their services in this regard should be enlisted to assist in the implementation of a successful demand creation programme. In Botswana and Namibia, for example, the Marriage Act was revised and from now on religious leaders are licensed by the Ministry of Justice to officially register marriages. They are obliged afterwards to submit data to the state authorities.

363. To gather information required for a comprehensive listing in this category of the directory, first check to see if religious groups must be registered with the government. A list of persons authorized to solemnize marriage on behalf of each religion should be available from that religious organization, if the names are not already on file in a government office. It will be up to the Communication for Development Office to obtain the lists of other less prominent religious organizations and obtain from them names of their clerics or equivalents (see category above, Religious authorities/groups/spiritual leaders). It may be necessary to go to the regional/provincial/state/county level to obtain such information. In some cases, the role of local registrars and their deputies at the local level would have to be expanded so that such officials would be charged with the responsibility for the preparation of lists of persons authorized to solemnize marriages in their localities. This will be a difficult list to obtain and maintain, so be sure to allocate sufficient staff resources to look after this subcategory.

Registrar responsible for civil marriages

364. In many countries, civil marriages are making up an increasing proportion of the marriages solemnized each year. In some countries a civil marriage is mandatory, which is reportable to the Government, which may or may not be followed by a religious ceremony, which is kept on file only in religious records.

365. In any case, it is important to get the engagement of registrars who are authorized to perform civil marriages in order that they can be trained in all of the marriage registration requirements as needed and support efforts to promote demand for civil registration.

366. These officials responsible for civil marriages would be appointed by some level of government, most probably through the Department of Justice/Attorney General or the Department of the Interior, so a complete list should be available from the appropriate national government office. In many countries, local civil registrars are authorized to both solemnize and officially register civil marriages.

367. If the country operates on a decentralized system, e.g., with autonomous states or provinces, then this information would be gathered at the appropriate level.

The courts, law societies and legal education officials

368. Recognized divorces are generally granted through the court system, unless there is a system similar to that of Indonesia, where Muslim marriages and divorces are under the jurisdiction of the Government's Department of Religion.

369. Courts, legal officials and members of law societies may be identified as Meso level participant groups. They should all be aware of the country's laws on civil registration and vital statistics systems, and of their importance to the well-being of the nation, the community and the individual. Legal education officials should be encouraged to ensure that a course on registration be part of the regular curriculum in all law schools and should be assisted in the preparation of appropriate materials for inclusion in the courses.

370. To prepare the listings in the directory in this category, the Department of Justice/ Attorney General should be able to provide lists of the courts and principal officials. There is probably a national law society that could provide membership lists of all persons authorized to practice law, or perhaps there are regional/provincial/state societies.

371. In some countries, there may be a need for a thorough revision of the legal framework for CR/VS/IM systems. Some laws may be so old that they do not respond to the demands of a modern society. Some laws are too general and are thus inadequate for providing the strong support the CR/VS/IM systems need. In some countries, registration continues to be compulsory for certain groups of the population, while for others it is voluntary. The cooperation of these groups may be very valuable to the process to streamline the legal framework. If new legislation is required, these groups can be influential in urging that political action be taken. For these

purposes, the national or subnational level representatives with capacity to influence policy and law making would be classified as Macro level participants.

Main users of civil registration/vital statistics information and data (including planners, policy makers, development partners and researchers)

372. These main users of CR/VS/IM information and data have a significant stake in any improvement programme. They can be very influential in persuading the Government to commit sufficient resources for a long-term project and should be involved in all aspects of planning and implementation. In some cases, they will match groups identified under other categories, who will also have an important role in implementing the communication for development and other components of the improvement programme. This is the case for instance of the officials from the Ministry of Health. However, it is useful to consider them as CR/VS users too, since this adds an important layer to their behavioral analysis. The focus here is their interest in CR/VS/IM data as a driver for their engagement, as well as their potential role in advocacy and mobilization.

373. The national Government should be checked first. The Bureau of Statistics is a heavy user of data. Government planners in general demographers, people who have to produce forecasts of future population and of the need for educational facilities and teachers, hospitals and other health-care institutions, should be included, as well as epidemiologists, physicians, nurses and other health-care professionals; specialists in housing needs; and persons involved in forecasting budget needs and employment projections as well as the need for economic growth, including agriculture/food production etc. Electoral tribunal offices and offices dealing with identification services and population registers are also main users of CR/VS information and data.

374. Universities will be users for research projects, including medical research. In business, planners need to know population trends to anticipate markets. Non-governmental organizations (national and international), civil society organizations and international agencies will be most interested in monitoring development issues for which CR/VS/IM data are essential. For regional/provincial/state/county governments, such information is also important for all planning purposes. Statisticians compiling life tables, which are used in many demographic estimation procedures, must have accurate data and should be included in this category of the directory.

Organizations concerned with relevant health education/promotion programmes and campaigns

375. Organizations concerned with such programmes include very important participant groups because they are particularly concerned with newborn and young children and often have strong capacities and experience in implementing behavior and social change interventions. In areas where many or most births occur at home, the mother may have no contact at all with the registration system through doctors, nurses, hospitals or local health clinics. Personnel operating at grassroots level, including for instance community health workers, vaccinators, volunteer peer educators etc. can be classified as tertiary participants, while representatives at national level would be a participant group at Macro level.

376. Many organizations are concerned with infant nutrition, including breastfeeding, and are in an excellent position to inquire whether the birth of a child has been officially registered, and if not to provide information on how registration should be accomplished and of the benefits to the child and to the family.

377. Other organizations working on maternal and newborn health may be conducting health education to prepare parents for pregnancy, delivery and post-natal care. Counseling and education sessions may be delivered to individuals or groups, in which promotion of birth registration could be coherently integrated.

378. First, check to see if there are national organizations concerned with nutrition and immunization; if so, obtain the names and addresses of appropriate leaders/contact persons. If such organizations are administratively decentralized, obtain the required information at the appropriate levels. Make every effort to collect at the local level the names of individuals and groups concerned with those matters and engage them fully.

Organizations concerned with human rights

379. A person's official registration under a country's civil registration/vital statistics systems should provide documentary evidence of that individual's civil and human rights as it confers legal identity to the newborns. As described in the Introduction to this Handbook when discussing the benefits of quality CR/VS/IM systems, the individual realization of human rights often depends on the availability of documentation delivered by the civil registration services or by the identity management system. Moreover, official vital statistics are used for planning public policies aimed at fulfilling human rights, as well as for monitoring progress, therefore becoming an essential tool for good governance. Therefore, all organizations concerned with those important rights have a stake in ensuring the effectiveness of such systems and should be involved in all improvement programmes.

380. Such organizations may be focused on the human rights of particular vulnerable groups such as women, persons with disabilities, children, street children and street families, indigenous people, refugees, migrants etc. Child rights organizations for instance, particularly those concerned by child protection, may have a strong interest in promoting birth and marriage registration in countries where child marriage is practiced. Other organizations may be delivering public legal education to vulnerable women or to indigenous groups or advocating for the civil registration of refugees and migrants.

381. The national Government may have an office concerned with human rights, and if there is one that office could supply lists of the various organizations and their presidents or other officers (or best contact persons). If not, consult with someone who has general knowledge of human rights organizations, or the groups themselves may have lists of other like organizations. It may be necessary to make inquiries at the regional/provincial/state level.

Appropriate educational institutions and youth groups

382. Teachers are highly respected members of a community and provide leadership in public opinion. They have close contact with growing families through their younger students, and thus can send information about civil registration home to parents through their pupils and can teach them in classes about the value and purpose of registration, and when, how and where it should be done. In the long term, including civil registration and vital statistics in civic education programmes will certainly contribute to obtaining future generations that are fully engaged in civil registration.

383. Educators from adult education institutions and groups may also be identified as relevant secondary participant groups. Adult education initiatives often address vulnerable groups, for which civil registration may constitute an essential step in the process of legal empowerment. In addition, adult education principles are fully consistent with communication for development approaches. The expertise and know-how of adult educators can definitely be a game changer in implementing social and behavior change activities. Their involvement in CR promotion activities with the general public, or in capacity building of other groups directly in charge of delivering communication for development interventions, can have a strongly positive impact on the quality of the programme implementation.

384. Therefore, it is essential that educational institutions and groups, as well as teachers, be involved. Check to see if there are one or more institutions with a teachers' college or other facilities for teacher training. If there is a branch within the Department of Education and or within teacher training institutions that develop curriculum with staff persons who are experienced in developing a course of study and actual lessons for students in different age groups, that group should be listed in the target group directory.

Public opinion makers, regional and community leaders, tribal chiefs and village elders

385. Although the mass media will play an important part in the communication for development programme, particularly in making people knowledgeable about registration and motivating them to take positive action, one of the most effective methods in behavior and social change communication is interpersonal communication with people who are respected leaders within their communities. Together with developing the right communicational contents and determining the most effective communication channels, the involvement of trusted sources of information is paramount for developing positive attitudes towards a new behavior.

386. Some persons have been already proposed as potential tertiary participants in virtue of both their specific role in CR/VS/IM and their position as respected opinion leaders and influencers. There may be an elected village leader, a traditional or tribal chief, or a well-respected person within the community, a teacher or a nurse, for example, who can change public opinion in favor of timely registration of birth, marriage and death. That is the type of person who should be included in this category of tertiary participant group, particularly in remote areas where illiteracy and poor communications have long been a deterrent to effective registration coverage, or areas/population groups where social norms or traditional practices are challenging timely registration of vital events.

387. In this category, there would be elected leaders, tribal chiefs, village elders etc., as well as persons considered to be leaders in public opinion in various fields. This category includes also the opinion leaders in social networks and in online. The identity of such leaders be based on evidence, taking as a reference the specific groups whose behavior the programme is attempting to shift. Some local leaders for instance may not be respected by a segment of the population that could be a minority ethnic group prioritized by the programme. Or a local opinion leader with no institutionalized position may have a stronger influence than a formally recognized leader. In the worst-case scenario, the wrong choice of leaders as sources of information may be even counterproductive in terms of generating lack of confidence in civil registration.

Journalists and media

388. Popular culture/entertainment persons should not be neglected: for example, is there a radio/television talk show or call-in programme host/hostess who is influential or a popular entertainer or perhaps a singer who may develop a theme song? Such shows and programmes are more likely to be produced at national, state or regional level. In this case, the influential people may be classified as Meso and Macro level participants

Women's groups and associations, youth and child-led groups

389. Particular attention should be focused on members of women's groups and organizations where the bulk of the active membership is made up of women, such as home and school associations (or their equivalents). A portion of the strategy may be directed particularly to groups/associations of mothers, because they should be informed about the benefits of birth, death and marriage registration and encouraged to take positive action. As organized groups, they may be further engaged in acting as advocates for civil registration among their peers. This segment of the programme should be carried out in close conjunction with maternal and post-natal care programmes, as well as immunization, family planning and nutrition campaigns. The first ladies could serve as agents of change and influencers for women in the country.

390. Youth groups and child-led groups are also crucial in their communities, as they are key in bringing change into their communities.

Government (heads of State, concerned ministers and deputy ministers, and regional and local government officials etc.)

391. At Macro level the groups are headed by government officials at the highest level, since lack of knowledge and interest in registration often prevail among high-level government authorities concerned with civil registration and vital statistics systems. Therefore, obtaining their support is a fundamental step. It is essential that decision makers in a position to allocate resources to the demand creation programme and to institutionalize demand creation structures and mechanisms are included here.

392. As mentioned above, in order to effect improvements in a country's civil registration/vital statistics systems it is necessary to obtain the approval of the national Government and a strong commitment of sufficient resources to undertake an effective long-term programme, including its

communication for development component. Therefore, the head of State and concerned Ministers head the list. Deputy Ministers are very influential in transmitting information, and, more important, in giving advice on whether or not a proposed government programme should be approved, so they should be among the first group whose cooperation is solicited. Similarly, depending on the degree of decentralization and/or autonomy of other areas/jurisdictions within the country/regional/state/provincial government leaders and officials, as well as representatives of local governments, should be involved for their support, cooperation and participation in the registration improvement programme.

393. The importance of the enthusiastic participation of local leaders cannot be overemphasized. They have been considered above as opinion leaders, therefore a tertiary participant group. Their importance may be also grounded on their political autonomy and their capacity to decide on resource allocation. Subsequently, they could be classified as tertiary, meso or as macro participant groups. The most important is looking at both dimensions of their role when conducting the analysis.

394. Start the listings for the directory with the head of State, President or Prime Minister, and then a list of members of the Cabinet whose ministers are involved with or affected by civil registration/ vital statistics/ identity management systems or have programmes that could serve as a platform for delivering CR/VS/IM communication for development interventions.

395. Then, obtain a similar list of deputy ministers. The next subcategory will be a list of the heads of appropriate offices of the regional or state, county or provincial government offices.

396. The final listing in this overall category is of local government officials. It may take longer to obtain this list, but it is extremely important to compile a thorough list of such persons because the overall success of the communication for development programme and the registration improvement programme as a whole will depend on the active support, assistance and cooperation of local government officials.

Other secondary participant groups

397. The participant groups listed above are identified based on their roles and responsibilities in CR/VS/IM systems, the experience in the field of communication for development. However, each communication for development programme needs to develop its own list of participant groups according to evidence. Other influential priority groups may emerge from research and consultations, like traditional massagers for pregnant women, community health committees, or strong community-based groups concerned by broader development issues that may have a link with registration. The landscape may significantly differ from one local setting to another within one same country. This is why, at least in priority areas where grassroots level approaches will be implemented, an operational plan will be developed with a clear identification of the participants for that specific region.

b) Behavioral analysis

398. After the identification of the participants groups, an analysis of knowledge, attitudes, and behaviors of the identified participants needs to be conducted. The key steps for guiding this analysis are described below. A template for conducting such analysis is provided in Annexes.

399. In most of the cases, there may be multiple intended population groups depending upon which level(s) of the social ecological model the programme will address (e.g., policymakers, government officials, donors, community leaders, religious leaders, parents), and should develop separate data collection instruments for each group. This data will help to understand how ready the majority of the intended population is to change their behavior.

400. The results of this analysis can constitute the baseline research, that is, the benchmark against which to measure the programme's progress and final impact⁵⁴:

- a. Identify the basic social, cultural, normative, geographical, literacy, and economic challenges related to the problem facing the people the programme would like to reach.
- b. Identify factors inhibiting or facilitating desired changes.
- c. Identify current awareness, knowledge, attitudes, beliefs (especially related to rumors about interventions), norms, level of efficacy, aspirations, perceptions, motivations, and behaviors.
- d. Identify the words/language that the intended population uses to talk about CR/VS/IM and related topics.
- e. Determine what the population of interest may want to know about, for example, of birth or death registration.
- f. Understand the intended population's social networks and patterns for information sharing
- g. Understand the community dynamics (e.g., who are the opinion leaders for specific issues)
- h. Determine the intended population's (mass and social) media use and access
- i. Identify the key communication sources (where or from whom) the intended population prefers to receive information related to the problem

401. Within a given participant group, the most deprived/underserved segments should be identified. For instance, taking timely declaration of marriage to the civil registrar as the promoted behavior, brides and grooms would be primary participants. Data may show under-registration of marriages of couples belonging to a given religious or ethnic group. In such a case, brides and grooms belonging to such religious or ethnic group would be identified for a targeted analysis that may show differences with regard to the rest of the population. For this reason, when possible and pertinent, the analysis of the below factors should use data disaggregated according to variables of inequity like age, gender, wealth, literacy, geographical location etc.

402. In the case of participant groups expected to contribute to the implementation of the programme (organizational and policy levels of the SEM), it is useful to understand their previous experience with the identified most deprived/underserved groups. For example, what is the

⁵⁴ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

experience of medical doctors, nurses and midwives in providing medical attention or health education to members of a minority ethnic group with the lowest birth registration rates?

403. Next step is understanding the current knowledge, attitudes, and practices of the participant group in relation to civil registration and broader CR/VS/IM systems, and more concretely to the main behavioral outcome (timely declaration/demand for registration). KAP (knowledge, attitudes, and practices) surveys are a very common instrument used in communication for development. However, a complete approach would include other dimensions like beliefs and rumors, perceptions, motivations, interests, priorities, aspirations, sense of self-efficacy and social norms. In the case of participants at policy/national level, it is worthy to inquiry about their agenda towards CR/VS/IM systems and the improvement programme. It is important to remark that the term “practice” does not refer to the mere fulfillment of their responsibilities by the different groups (do they take appropriate action for registration or not?), but to a description of concrete practices related to the concerned vital event that may be preventing the participants from taking action for timely registration. This is, for instance, the practice of delayed naming of children, which works against timely birth registration.

404. For each participant group, the key promoted behavior needs to be identified too. For primary participants and for secondary participants who are part of CR/VS/IM systems, this can be easily guided by the CR/VS/IM legal framework that sets the roles and responsibilities of the different actors. Primary participant groups are expected to timely declare and/or demand the registration of births, deaths, fetal deaths, marriages and divorces with the proper officials.

405. The key promoted behavior for secondary and tertiary participant groups is based on the role they are expected to play in the promotion of demand for civil registration and in the overall improvement programme. The previous section has referred to the roles and responsibilities of the different groups commonly considered in CR/VS/IM communication programming. Some tertiary participants, like midwives and heads of institutions, may be expected to declare vital events too. Other tertiary participants, starting with local civil registrars, are expected to timely register the event and provide certificates. As discussed in the previous section, many tertiary participants play a double role based on both their duties in CR/VS/IM (according to the legal framework) and their capacity to influence primary participants. A local religious leader may be responsible for correctly filling out the official marriage registration form, and at the same time be expected to use his/her influence to encourage people to register all type of vital events. Both roles should be considered in this analysis. The role of these participants may be also related to functions like policy endorsement, allocation of resources, monitoring, planning, vertical and horizontal coordination, facilitation of dialogue and participatory processes, capacity building, implementation of communication activities, provision of supportive supervision etc.

406. The analysis should facilitate understanding of the changes in attitudes and practices that are required to correct identified inequities in civil registration related to gender or other variables.

407. Then the main existing facilitating factors for each group to adopt the expected behavior will be analyzed. This segment starts with the identification of the benefits of civil registration and broader high-quality CR/VS/IM systems (see Introduction to this Handbook) as applicable to the country's context. Ideally, presenting CR/VS/IM as a fundamental element of governance, realization of human rights and service to citizens could work as an overall motivator for all

groups. Nevertheless, benefits need to be explored from the perspective of the local perception. For instance, the access to basic services that are conditioned to prove of identity may not be relevant if the population does not trust or aims at making use of such services.

408. Additional facilitating factors may exist in policy, economic status, positive values and social norms, access to resources (including communication means) etc. For instance, existing strong social norms around child protection would be a facilitating factor for birth registration.

409. As well as the facilitating factors, the barriers to the adoption of the corresponding behavior by each participant group are a core element of the behavioral analysis. They may overlap with the current knowledge, attitudes, and practices in relation to civil registration and broader CR/VS/IM systems, which have already been analyzed above. At this point, the analysis is looking at barriers to the fulfilling of the concrete role of each group. Barriers/inequities in terms of gender and social inclusion that could have a negative impact should not be neglected either.

410. For tertiary participants and those at organizational and policy levels, the analysis needs to take into account potential capacity gaps that could challenge their ability to effectively engage in the implementation of the demand creation programme. Capacity gaps may exist in the dimensions of leadership, accountability, access to/control over resources, evidence-based decision making, technical competency, partnerships and communication networks⁵⁵.

411. Finally, inquiring about the communication habits and resources of the population will complete the analysis. While the communication landscape analysis will picture the communication landscape in the country considering the general population, in this case the focus is put on the particularities of the selected participant groups and vulnerable segments of the population. This portion of the analysis identifies the access and use of mass, social, and proximity/community media by the intended groups; opinion leaders and the trusted sources of information (institutions or persons) from which a specific group of participants prefer to receive information about civil registration, CR/VS/IM systems or the improvement programme; ways or patterns for information sharing and dynamics of communication/social networks; and local language used to refer to registration and vital events.

412. To limit the scope of the analysis in consideration of the available time and resources, the focus should be put on a limited number of most influential groups. The rest of the participant groups can be addressed through generic information campaigns and inclusion of contents in technical trainings, taking into account the role of each of them.

413. The analysis should consider the particularities of each vital event. While some factors may affect the entire set of vital events (for instance, registration perceived as an alien exercise instead of a public service), some others will be very specific, like the reluctance of talking about dead persons in certain cultures.

⁵⁵ Inspired by HRBAP

5. IDENTIFICATION OF POTENTIAL PARTNERS

414. The identification of partners and allies is paramount to the success of any communication for development programme. In the case of CR/VS this is even more important, considering its large scope and the subsequent need to make use of the existing assets and capacities. During the programme development process the most relevant partners have been identified, initially for the setting-up of the Communication for Development Sub-Committee and further completed on the basis of the identification of participant groups (institutions/organizations representing organizational and policy levels of SEM would be potential partners). Thus, guidance included in the present section can be taken into account in these previous steps not only for the identification of partners outside CR/VS/IM systems, but to understand the potential role of both internal and external actors in the implementation.

415. At this point, the list of partners can be concluded based on the findings of the assessment of the communication landscape. For instance, if the assessment shows that the use of radio is widespread in the country and that there is a popular soap-opera followed by the relevant population, the CR/VS communication programme (which is likely not to have the resources to produce and broadcast a soap-opera on its own) may decide to obtain the collaboration of the producers to portray people dealing with civil registration, representing situations and solutions based on the findings of the situation analysis. The Communication for Development Office would then be working with producers at no cost. In this case, the producers should be considered as potential partners.

416. For this task, individuals or groups who can contribute to facilitating the changes sought by the communication for development programme's goals need to be considered. Moreover, those who might not agree with the programme or some of its components, and with the capacity to block the desired change, should be included too. For the latter, the programme needs to make an effort to get their cooperation by giving visibility or producing some benefits for them, facilitating their contribution to the analysis, the expression of their concerns and interests, and sharing information. The point of view and the cooperation of both is equally important.

417. It is essential that partners are trustworthy and credible in the eyes of the intended participant group(s). Apart from this, the added value of partners may be grounded on factors like:

- a. Capacity to mobilize/share resources to achieve results.
- b. Capacity to expand the reach of the communication for development programme to the identified participant groups at all levels, from the most deprived and underserved groups to policy makers and legislators.
- c. Expertise pertinent for the development and implementation of the communication for development programme approaches, such as in the fields of community participation, advocacy, edutainment etc.
- d. Availability of information and data.

418. Apart from actors of CR/VS/IM systems and other natural allies that have already been largely discussed, following the assessment of communication capacity may include media outlets, theater groups, NGOs with experience in facilitating community participation, etc. Of special importance are the programmes and organizations working in areas like health, human rights, women rights, child protection, governance etc. that have presence in the priority

geographical areas or working with vulnerable groups. Academia can also be helpful if they can provide existing data and analysis of socio-behavioral issues related to deterrents to and enablers of civil registration.

419. Regular communication and coordination needs to take place among partners. However, the Communication for Development Office should be strategic in defining membership of the Communication for Development Sub-Committee and establish alternative communication lines with other partners and allies.

420. Taking into account the large number of stakeholders in CR/VS/IM systems and potential contributors to the communication for development programme and the complex interactions between actors and sectors that characterize decision making processes, the Communication for Development Office may find an interest in applying some systematic tools for better understanding the different actors, their roles and their relations. To this end a combination of a stakeholder analysis and a social network analysis can provide a good insight. This would be particularly useful for advocacy purposes.

421. A stakeholder analysis will help assessing the interests of groups involved in CR/VS/IM and their power to support or block the improvement programme. Stakeholders are typically placed in a matrix, where the vertical axis represents power, and the horizontal represents influence. Different strategic options for their engagement will be discussed based on the results of the analysis.⁵⁶

422. A social network analysis can provide an additional layer of information by picturing formal and informal relations among the different stakeholders⁵⁷. This can be done by linking them with lines or arrows coded to identify the nature of the relationships they represent. The exercise provides information on the level of centralization and interconnectedness of the network, the position of each of its members, missing connection lines between stakeholders, and stakeholders that can act as a bridge between conflicting positions.

423. Working with partners is a way to avoid duplication of efforts and increase the cost-effectiveness of the programme. Partnerships will add value by providing access to expertise and data, by sharing resources, and by increasing access to intended population.

6. COMMUNICATION LANDSCAPE ANALYSIS

424. To be able to plan and implement properly the programme, an assessment of the wider communication capacity within the country should be conducted. It includes the description of

⁵⁶ Guidance and tools for stakeholders analysis and engagement can be found in:

<https://www.thehealthcompass.org/filteredsearch/stakeholder>

<http://www.fsnnetwork.org/sites/default/files/en-symp-instrumente-akteuersanalyse.pdf>

⁵⁷ There is abundant literature and tools on social network analysis. Despite developed for a different context, the tool in the following link is referenced here since it provides a simple, practical and friendly guidance for practitioners:

<http://blogs.worldbank.org/publicsphere/handy-ngo-guide-social-network-analysis>

the country's media and communication landscape, and the capacities of actors that are relevant in this landscape.

425. Chapter III below outlines the various communication for development approaches and methods that may be utilized in the demand creation programme, including mass media campaigns, public relations and information techniques, community participation etc.

426. Once the situation analysis has been completed, and objectives, results and programme approaches have been defined, it will be possible to work out the most effective means of communication with each type of participant group on the basis of information and recommendations contained in Chapter III and in accordance with the actual situations and conditions in the country concerned. The assessment of communication capacity will inform decisions regarding the selection of the most effective channels and means of communication, based on their availability and characteristics, on the characteristics of the general population and/or the corresponding participant group, and on the specific communication task/purpose. At this stage, the aim is ensuring that there is evidence to provide a rationale for the selection of communication channels in a concrete context. Moreover, the assessment of communication capacity can lead to the identification of additional partners and allies, as well as of potential capacity strengthening needs for them.

427. Main topics for the communication capacity assessment are:

- Reach and accessibility of main communication channels (television, national and community radio, printed media, mobile phones, Internet and social media) that are used or preferred by the participant group(s)⁵⁸.
- Penetration and role of traditional media (story tellers, folk songs, puppet shows etc.), and its current use in similar behavioral and social change programmes.
- Existing mechanisms for community participation like town hall meetings, development committees or community health committees.
- Capacity and needs of local media, including for public affairs programming and interactive programming.
- Capacity and needs of local providers of communication services for developing (and pretesting) quality materials/products.

428. Interpersonal communication capacity and skills for individual and group settings. While capacity within CR/VS/IM systems has been already analyzed, this step should help identifying assets outside the systems that could act as game changers in reaching communities with interventions that provide opportunities for dialogue, problem solving and participation. As already discussed, programmatic integration with other programmes' existing gateways for communication is essential to the success of CR/VS/IM communication for development plans. Civil registration needs to be embedded as an important element in discussions about health, human rights, women rights, child protection, governance etc.

⁵⁸ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

429. Media landscapes are often available in many countries, in hands of other government departments (i.e. the Department of Information of Communication) or of the private section including communication and advertising firms and non-profits⁵⁹. Other relevant programmes, which in principle would be allies of CR/VS/IM, especially those in public health, may have data or similar analysis. Else, this information can be collected through the same methods and tools used for obtaining information for the behavioral analysis, including both qualitative and quantitative methods. For instance, questions on the access to and use of communication means by respondents should be included in any Knowledge, Attitudes and Practice (KAP) surveys unless the information is already available.

⁵⁹ Media landscapes by BBC Media Action in some developing countries. Can also serve as an example.

Chapter III. METHODS AND TOOLS TO BE USED IN THE COMMUNICATION FOR DEVELOPMENT PROGRAMME

Overview of Chapter III:

After a thorough analysis, the communication for development interventions will be identified, based on following large groups:

Advocacy:

- Focuses on policy environment and seeks to develop or change laws, policies, and administrative practices
- Works through coalition-building, community mobilization, and communication of evidence-based justifications for programs

Social mobilization:

- Focuses on uniting partners at the national and community levels for a common purpose
- Emphasizes collective efficacy and empowerment to create an enabling environment
- Works through dialogue, coalition-building, group/organizational activities

Social Change Communication

- Focuses on enabling groups of individuals to engage in a participatory process to define their needs, demand their rights, and collaborate to transform their social system
- Emphasizes public and private dialogue to change behavior on a large scale, including norms and structural inequalities
- Works through interpersonal communication, community dialogue, mass/social media

Behavior Change Communication

- Focuses on individual knowledge, attitudes, motivations, self-efficacy, skills building, and behavior change
- Works through interpersonal communication, mass/social media campaigns.

Capacity Development

- Identifies capacity gaps and builds the capacities of services providers, national, regional and local authorities, community leaders and the final beneficiaries.
- Involves as much as possible horizontal learning.

Media Engagement

- Works with media institutions.
- Involves as much as possible journalists and media persons as influencers and agents of change.

1. APPROACHES TO ADDRESS MAIN DETERMINANTS OF A BEHAVIOR⁶⁰

430. All effective Communication for Development strategies are based on communication theories and models that explain or represent the behavior and social change process. Theories

⁶⁰ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

and models help us to determine priority focal areas of a program, determine the pathways toward positive change, and guides what we will measure in order to know whether the program interventions led to the desired change. Theories of change are a necessary foundation for any intervention or program because they create a commonly understood vision of the long-term goals, how they will be reached, and what will be used to measure progress along the way. These theories are the basis of strategic planning, continuous program-level decision-making, and evaluation.

431. During 1950s-1970s, the dominant paradigm or example/model involved a top-down, one-way, hierarchical linear model of message flow from a powerful authoritarian source (such as a government) down to a passive receiver (such as members of target groups of the generally disadvantaged, as well as, in some cases, the general population) in a dependent relationship. More recently, new communication theories favor a self-development, problem-solving approach, with user-initiated activity at the local level, involving active participation of people, at the grass-roots level: a two-way communication flow.

432. Such a concept of participation involves the integration of an appropriate blend of traditional and modern practices, old and new ideas. Communication includes utilizing local culture and folk media, such as theatre, puppets, dances, songs, mime and storytelling. Meaningful involvement of people at the local level could be used very effectively in defining and planning strategies for a communication for development programme to complement a registration improvement programme.

433. Before measures are developed to counteract conditions that are a deterrent to registration, and while conducting research to identify cultural beliefs and other conditions that are deterrents to effective registration, it should be done to hold community meetings throughout the country with various target groups that have been hard to reach, such as cultural/traditional ethnic groups and the rural poor. The implementers should make sure that the people who attend are truly representative. Most critically, women have to be fully included, their concerns and opinions guiding the process of achieving universal birth and death registration, production of vital statistics and legal identity for all from birth to death.

434. One of the incentives to promote the timely registration of vital events would be to provide a free certificate when the event is registered. Such a certificate would, for example, prove eligibility to receive health care. Both the mother and the child can be targeted for health-care programmes, including family planning, vaccination, immunization and food rations (wherever applicable). Those are direct benefits to the mother and child and can act as incentives to registration. The mother would understand the good side of registration for herself and for her baby.

435. The policy of issuing a free certificate for a vital event that was registered in a timely fashion (e.g., within seven days of the event's occurrence) is very important. Such a policy should cover one free certificate only. After the first certificate is issued, a fee should be charged for all subsequent certificates in order to provide revenue to help maintain the registration office.

436. To make birth registration more relevant to people, link birth registration to entitlement to social services, and increase the demand for certified copies. For example, a birth certificate

should be mandatory for the enrollment of a child in kindergarten and/or grade one of primary school or work with schools to help parents register. At the first visit to a post-natal health care facility or for immunization purposes, staff should inquire if the child's birth has been registered, and, if not, directions should be given about how and where that could be accomplished.

437. Also, the Department of Health may decide to use a child health card for the purpose of recording particulars of a child who attended a health clinic, such as the dates of various types of inoculation and vaccination and other medical information and may require the mother to provide a birth certificate for that child.

438. If a woman has been absent from work on maternity leave, production of a birth certificate will offer the possibility to have a motivated leave and companies should offer incentives for women returning to work. In addition, if a parent is claiming a child as a dependent for tax credit purposes, production of a birth certificate for the child should be mandatory.

439. A marriage certificate could also be a requirement to prove eligibility for family benefits, or a death certificate could be required if the death, of a parent has triggered an application for support benefits to the Government. The strategy should be directed to making the purpose and reason for registration relevant to the people. The Governments should find incentives for marriage registration.

440. In some countries and regions, where the population has specific religious rituals related to birth, marriage and death, the presentation of the certificates may be made mandatory to be able to access those religious services.

441. To increase the registration rates, as mentioned in the previous pages, the Social Ecological Model will be used. Each of the levels of the respective model has a set of corresponding communication theories that should be considered when designing programme interventions. The Communication for Development approaches are interrelated and interactive and using them in a well-planned program produces a synergistic effect. Below is a description of each of the Communication for Development approaches⁶¹:

C4D Approach	Key Features	Participant Groups
Advocacy	<ul style="list-style-type: none"> • Focuses on policy environment and seeks to develop or change laws, policies, and administrative practices • Works through coalition-building, community mobilization, and communication of evidence-based justifications for programs 	<ul style="list-style-type: none"> • Policymakers and decision-makers • Program planners • Program implementers • Community leaders
Social Mobilization	<ul style="list-style-type: none"> • Focuses on uniting partners at the national and community levels for a common purpose 	<ul style="list-style-type: none"> • National and community leaders • Community groups/organizations

⁶¹ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

	<ul style="list-style-type: none"> • Emphasizes collective efficacy and empowerment to create an enabling environment • Works through dialogue, coalition-building, group/organizational activities 	<ul style="list-style-type: none"> • Public and private partners
Social Change Communication	<ul style="list-style-type: none"> • Focuses on enabling groups of individuals to engage in a participatory process to define their needs, demand their rights, and collaborate to transform their social system • Emphasizes public and private dialogue to change behavior on a large scale, including norms and structural inequalities • Works through interpersonal communication, community dialogue, mass/social media 	<ul style="list-style-type: none"> • Groups of individuals in communities
Behavior Change Communication	<ul style="list-style-type: none"> • Focuses on individual knowledge, attitudes, motivations, self-efficacy, skills building, and behavior change • Works through interpersonal communication, mass/social media campaigns 	<ul style="list-style-type: none"> • Individuals • Families/households • Small groups (e.g. mothers' support group)

a) Behavior change communication⁶²

442. Behavior change communication is the strategic use of communication to promote positive outcomes. Behavior Change Communication is a theory-based, research-based, interactive process to develop tailored messages and approaches, using a variety of population-appropriate communication channels, to motivate sustained individual and community level changes in knowledge, attitudes, and behaviors.

443. Using the Behavior Change Communication can help to:

- Stimulate community dialogue and raise awareness about the problem
- Increase knowledge, for example, about the importance civil registration
- Promote attitude change, for example, about the registration of deaths
- Reduce stigma
- Create demand for information and services
- Advocate with policymakers and opinion leaders toward effective approaches to increase civil registration rates
- Promote services for registration of all vital events
- Improve skills and the sense of self-efficacy, for example, by teaching women on why to register divorces.

⁶² Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

444. Before individuals and communities can change their behaviors, they must first understand basic facts about why civil registration is needed, adopt key attitudes, learn a set of skills (e.g., when and how to register the birth or death) and be given access to appropriate services. They must also perceive their environment as supporting behavior change and the maintenance of new desired behaviors.

445. To support behavior change, various events and tools will be used. Special events, information booths and demonstrations can also be tied into the following types of events in order to reach a large number of people in one place:

- Fairs;
- Local festivities;
- Sport events;
- Community hall activities;
- Amateur theatre and puppet show;
- Church or tribal events.

446. Especially important are local fairs and markets, on Fridays, Saturdays or Sundays, when the crowds are at their largest, as well as shopping malls and large stores. It might be worthwhile to invite the public of a community to tour the local civil registration office. The press might be invited too, or you may wish to have a separate press information tour.

Mobile registration unit – a solution for increasing registration rates

447. One major reason for under-registration is that, in many parts of developing countries, people do not have convenient and immediate access to a registration center. There are some instances in which it may be possible to establish an extension registry office in remote areas, in addition to the local registration office in a municipality, for example. A more feasible alternative in many cases would be a mobile registration unit that will visit remote areas on a regular basis (for example, every one or two months) to register births, fetal deaths, other deaths and marriages. This proactive registration system would mean that civil registrars would seek out potential registrants, rather than wait for them to come to the registration office in a community center.

448. The mobile registration unit may prove to be very helpful in rural settlements with a scattered population, for whom long distances to the registration offices, transportation and communication problems act as deterrents to registration. In such circumstances, neither a subsidiary registration office nor a government official may be justifiable because of the small number of vital events expected to be recorded on a daily basis.

449. If the Government decides to adopt policy of utilizing mobile registration units, the local registrar of the administrative subdivision to which those rural settlements belong should be provided by the Government with the means to go to those places. Depending on the circumstances of the terrain, the means may be a motorcycle, a vehicle, a horse etc. The Government should also provide the local registrar with a daily subsistence allowance for that

purpose. Otherwise, even if the legislation authorizes the local registrars to perform a more dynamic role, they may not be able to comply.

450. Wherever possible, the visit of the local Registrar should be announced in advance through radio messages or by a well-known and respected local person, so that area residents know ahead of time that the Registrar will soon be arriving to register live births, fetal deaths, deaths, marriages and divorces.

451. The Registrar may also perform individual or mass civil marriages. This may persuade couples who have been living in customary or consensual unions and having children to legalize their unions by civil marriages celebrated in their own communities.

452. With a mobile registration unit, a volunteer such as a local tribal chief village head or traditional birth attendant could be used to tell staff of the mobile registration unit about vital events that had occurred in the area and to assist local people in reporting those events when the mobile registration team next visits the location.

453. Local informal leaders and traditional birth attendants would be identified and listed in the directory of target groups outlined in chapter II above. Their training in communication for development would be done in conjunction with training in the administrative, organizational and legal aspects of the overall CR/VS improvement programme. Organization of these training seminars/workshops would be done by the subcommittee on communication for development.

454. Training of respected village elders/tribal leaders may be undertaken by communication agents of the Communication for Development Office with the participation of the local Registrar. These local leaders should be taught about the benefits of civil registration for individuals, their families, the community and the country. They should be motivated to register promptly vital events and on how to deliver messages to village people in face-to-face local gatherings. They should also be trained on how to handle pre-registration of certain vital events (if a notifier system is in place) and may be provided with separate booklets on how live births, fetal deaths and other deaths are recorded. The local community leader's function would be principally to tell residents of the registration benefits and requirements and to notify the local registrars of vital events that have occurred (or are about to occur) in their own communities.

455. Traditional births attendants would be targeted for training about the value of and requirements for registration of births and fetal deaths. Traditional birth attendants may also be given specific booklets to record events attended by them, which would immediately be communicated to the concerned local Registrar for registration. They should also instruct the mother/father to immediately register their baby even if the child dies shortly after birth or has been born dead. These birth attendants should also be educated in the legal requirements of the registration procedure itself for supplementary information.

b) Social change communication and community engagement⁶³

456. Social change communication (SCC) is a purposeful and iterative process of public and private dialogue, debate, and negotiation that allows groups of individuals or communities to define their needs, identify their rights, and collaborate to transform the way their social system is organized, including the way power is distributed within social and political institutions. This process is usually participatory and is meant to change behaviors on a large scale, eliminate harmful social and cultural practices, and change social norms and structural inequalities.

457. While social mobilization focuses on creating and sustaining action-oriented partnerships to create an enabling environment for positive change, SCC focuses on creating ownership of the process of change among individuals and communities. The emphasis of SCC is on creating empowered communities that know and claim their rights and become their own agents for changing social norms, policies, culture and environment (e.g., healthcare delivery infrastructure).

458. Multi-faceted communication interventions (e.g., using mass, social, and traditional media, information communication technology (ICTs), etc.) aimed at changing individual behavior play an important role as a foundation for SCC, with an emphasis on using local communication content that is socially and culturally appropriate to the community. Community members control the tools of communication directly, allowing for suitably tailored messages. Such interventions, however, must be reinforced by activities that encourage dialogue within the community to motivate people to shift towards desirable social/community beliefs, norms, and practices, and are often combined with advocacy.

459. Collective action by the community to address the problem requires:

- Clearly assessing the current status of the problem and developing a shared vision of what the community would like to achieve (e.g., increased rates of civil registration)
- Developing specific and measurable objectives that reflect the community's expectations for addressing the problem.
- Deciding upon appropriate and reasonable activities to motivate change (e.g., interactive street theater performance to raise awareness about the problem)
- Developing an action plan and resources (human and financial) to implement activities
- Assigning responsibilities to community participants (and/or organizations within the community) for specific tasks
- Implementing the activities in the action plan
- Monitoring the inputs (e.g., resources) and activities to ensure that the activities are being implemented as planned
- Evaluating the outcomes to determine if the actions achieved the specified objectives (the evaluation should be participatory and involve the community members)
- Dialoguing about the outcomes and lessons learned (collective evaluation) and planning further action as appropriate

⁶³ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

460. Communities that engage in this collective process of social change communication are likely to gain a sense of collective efficacy, feel a greater sense of ownership for their actions and outcomes, and believe in their capacity to engage in similar projects in the future.

461. Chapter II above outlines the steps required to identify target groups and their leaders, especially women's groups, regional and community leaders, and human rights organizations. Information should also be gathered about home and school associations, local rural and urban development/ agriculture groups, service clubs and other local organizations. Women's groups should be targeted particularly to inform and educate them about the benefits of birth and marriage registration. A plan of action should include holding workshops and other meetings to involve fully groups and individuals in the communities who can help in the information, education and communication process.

462. In directing registration messages to women, it is important not to neglect the potential of the rural market as an effective information, education, and communication medium. If the country has adopted Registration Month (or Registration Week or Day), then consider having an information booth in the local market to reach the many women who live in small rural areas, for whom market day may well be their only contact with the outside world. During that month, the local radio stations should broadcast messages about the requirements and benefits of registration and should announce where and when information booths will be set up. If possible, have a local registrar in attendance, so that for example the recent birth of a baby can be registered on the spot.

463. At the booth put up banners to attract attention and distribute appropriate material, perhaps comic books or simple brochures, and have personnel promote their wares (registration) with the promise of a free birth certificate for each newborn child registered.

464. While this process may be very intensive, it can be extremely effective in reaching indigenous women in rural areas, as well as those in poor urban areas who in the past did not register vital and civil events that occurred in their families.

465. Another technique for reaching women is to develop information/ educational programmes to be aired at times when a woman can listen to them.

466. One view of health communication strategies is that they should focus on stimulating dialogue and the analysis of health problems by both community workers and health workers to develop appropriate action strategies. This strategy could be adopted for improving civil and vital registration systems. Health institutions should develop horizontal partnerships with communities and should use health personnel as message senders who involve communities in analyzing problems as well as in programme planning, implementation and evaluation.

467. Research in the fields of communication and social change point out the great influence of group norms on individual behavior. Examples of where health personnel have worked through community or workplace network include:

- a) In India and Bangladesh, women network leaders educated other women in child nutrition;
- b) In Gambia, imams, Muslim leaders, promoted child health and family planning;

- c) In Kenya, gas station attendants distributed condoms and explained their use;
- d) In Malawi, women's groups developed songs and dances about the benefits of good nutrition;
- e) In Ecuador, representatives of rural communities helped produce radio and print material on water and sanitation;
- f) In Tanzania and Burkina Faso, open-ended theatre on family planning and child health was used as an education and communication medium;
- g) In Tunisia group games on child health topics were developed;
- h) In Peru, women used coloring books to mark in "their lives" while discussing their problems and options.

468. The type of "forum" theatre may provide a particularly effective communication medium. The actors present a play dealing with social topics and a moderator invites the audience to participate in feedback discussions about the topics, and to ask questions and request more information. That type of theatre encourages role-playing in a non-threatening atmosphere. It gives people the opportunity to express publicly the opinions that are not generally heard, especially in visual settings, and the two-way flow of information can contribute to the development of a programme that is acceptable to the community.

469. Another alternative mean of communication among rural peoples is the Wall Newspaper used in parts of Nepal. It is published in very large fonts in Batabaran, a simple Nepali language, and utilizes many pictures and graphics. The newspaper, published and distributed by the Nepal Forum of Environmental Journalists, is pasted to a wall in a well-travelled location, such as a village chautaras (a public gathering place), school or office building and is most useful in disseminating information.

470. These or similar techniques of community engagement may be adapted for the programme to motivate people to register vital and civil events. The point to remember is that the motivation to learn increases when the content of the messages relates to personal beliefs and experiences. In general, it is more effective to direct attention to changing community behavior norms because of the significant influence those group norms have on individuals.

471. Wherever possible, tap into existing community organizations networks and institutions. For example, in India there is a child-to-child programme to train older children, those who have often to look after younger siblings, about important health messages.

472. Children are very effective communicators when they are presented with information that is meaningful and important to them, so they can be invaluable in informing their parents about registration and how it will benefit the family and the community. Fully utilize schools, especially those devoted to teacher training, by providing material that is interesting and relevant.

473. Teachers with a favorable attitude are most effective in conveying messages and thus creating public awareness, so it might be worthwhile to prepare a course on registration designed as participatory learning for selected teachers who can inspire children.

474. It is important to reach student teachers, so the national communication for development programme should include preparing material on registration for use in teacher training schools.

Then, when they become teachers, they could be very helpful in ensuring that knowledge of the need for birth registration etc. is conveyed to their students. Community participation should also include women's groups, home and school associations (or their equivalents), service clubs, rural development/ agriculture groups and other local organizations.

c) Social mobilization⁶⁴

475. Social mobilization (SM) is a continuous process that engages and motivates various inter-sectoral partners at national and local levels to raise awareness of, and demand for, a particular development objective. These partners may include government policy makers and decision-makers, community opinion leaders, bureaucrats and technocrats, professional groups, religious associations, non-governmental organizations, private sector entities, communities, and individuals. This communication approach focuses on people and communities as agents of their own change, emphasizes community empowerment, and creates an enabling environment for change and helps build the capacity of the groups in the process, so that they are able to mobilize resources and plan, implement and monitor activities with the community.

476. Engagement is usually through interpersonal communication (i.e., face-to-face dialogue) among partners toward changing social norms and accountability structures, providing sustainable, multifaceted solutions to broad social problems, and creating demand and utilization of quality services. Other channels and activities for SM may include mass media awareness-raising campaigns, advocacy with community leaders to increase their commitment to the issue, and activities that promote broad social dialogue about the issues, such as talk shows on national television and radio, community meetings, traditional participatory theater performances, home visits, and leaflets. The outcomes are usually oriented toward developing a supportive environment for decision-making and resource allocation to empower communities to act at the grassroots level. The table below shows the five usual phases of the social mobilization process:

Phase	Description
1. Building rapport and sharing knowledge	Partners organize meetings and activities to understand one another, determine commonalities, and share knowledge and perspectives with regard to the problem that will be addressed.
2. Problem analysis and action plan	Partners conduct exercises to analyze the nature of the problem, identify and prioritize needs, develop a common problem statement, goals and objectives, and draft an action plan.
3. Organization building	Partners develop a participatory, self-governing, self-managing, and self-sustaining committee, coalition, or working group through which resources and actions are organized.

⁶⁴ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

4. Capacity building	Partners may identify weakness in their ability to take action and engage experts or experienced individuals or groups to build the capacity of the committee or coalition to help them achieve their goals and objectives.
5. Action and sustainability	Partners must be involved consistently through all phases of the action plan. It is important that there is shared recognition for implementation and success, transparency, equity, and joint decision-making.

477. Social mobilization recognizes that sustainable social and behavior change requires collaboration at multiple levels, from individual to community to policy and legislative action, and that partnerships and coordination yield stronger impacts than isolated efforts. Key strategies of social mobilization include using advocacy to mobilize resources and change inhibiting policies, media and special events to raise public awareness and create public spheres for debate, building and strengthening partnership and networks, and motivating community participation.

d) Advocacy ⁶⁵

478. The policy/enabling environment level of the SEM consists of policy, legislation, politics and other areas of leadership that influence health and development. A strategy used to address this level of the social system is advocacy. Advocacy is an organized effort to inform and motivate leadership to create an enabling environment for achieving program objectives and development goals. The purpose for advocacy is (1) to promote the development of new policies, change existing governmental or organizational laws, policies or rules, and/or ensure the adequate implementation of existing policies (2) to redefine public perceptions, social norms and procedures, (3) to support protocols that benefit specific populations affected by existing legislation, norms and procedures, and/or (4) to influence funding decisions for specific initiatives.

479. There are three common types of advocacy:

- Policy advocacy, to influence policymakers and decision makers to change legislative, social, or infrastructural elements of the environment, including the development of equity-focused programs and corresponding budget allocations;
- Community advocacy, to empower communities to demand policy, social, or infrastructural change in their environment, and
- Media advocacy, to enlist the mass media to push policymakers and decision makers toward changing the environment.

480. Advocacy includes motivating different levels of decision makers (e.g. politicians, policymakers) to publicly discuss important issues, defend new ideas or policies, and commit resources to action. The advocacy process requires continuous efforts to translate relevant information into cogent arguments or justifications and to communicate the arguments in an appropriate manner to decision makers.

⁶⁵ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

481. Within the CR/VS/IM improvement programmes the following subjects could be advocated for:

- Dedicated program funds
- National, sub-national, and local communication for development supportive structures
- Research support
- Media support
- Standardized monitoring systems
- Building capacity among community
- Raising the issue of civil registration on the policy agenda
- Community ownership and support for local communication for development programme activities

482. The most common barriers to influence leadership towards creating an enabling environment for communication for development programming can include:

- political or institutional instability (e.g., high turnover of leadership and re-structuring) or lack of political will;
- a lack of local evidence on overall program cost and cost effectiveness;
- a lack of reliable data about the efficacy, effectiveness, or value of a program;
- dissension among the leadership between various divisions of a government;
- low capacity of service providers;
- resistance from professional and/or regulatory bodies;
- systems requirements (e.g., human resources, commodities);
- contradictory policies;
- culturally ingrained practices, social norms, and resistance to change; and
- a lack of social accountability by policymakers.

483. Advocacy messages are a critical element of an advocacy strategy. The policymakers/decision makers to be reached have limited time to spend on this issue alone so it is important to craft clear, concise and compelling messages (i.e., what is the proposal, why it is important, the benefits and positive impacts of addressing the issue, and the specific request for action), deliver messages effectively (i.e., the messages should be easy to understand and stand out from competing messages), and reinforce messages to ensure that civil registration remains on the leadership's agenda. All advocacy messages and tools should be pre-tested, and all advocacy efforts should be monitored and evaluated for impacts and outcomes.

e) Capacity building

484. This axis targets the capacities of the actors involved to ensure the quality of the implementation, monitoring and evaluation of interventions. Here all actors are targeted, starting from the central to regional and community level. There are many communication approaches that are developed by the actors, but these are not coordinated and unified. There is a need to strengthen the harmonization and coordination of communication interventions. Also, it is necessary to strengthen the capacities of communication actors at all levels.

485. For the central (national, federal) level:

- Organization of trainings at the national level to better understand the communication for development approach and focus on results and not products.
- Strengthen the capacity of actors at the central level (through training, technical assistance, coaching) in order to plan effective communication strategies.
- Organize training for the Communication for Development Sub-Committee at central level to support the operationalization of the Communication for Development Programme.

486. For the intermediate (meso) level:

- Design and production of training modules in Communication for the Promotion of CR/VS and organization of training sessions for district officials.
- Capacity building of communication for development focal points at district level on the use of the program tools, and training of trainers and supervisors.
- Capacity building of CR/VS/IM personnel on interpersonal communication.
- Capacity building of NGOs in communication for social and behavior change to better support communities, engage authorities and service providers and track their commitments.
- Strengthen the capacity of implementing actors (through training, technical assistance, formative supervision) to train the media, CR/VS and other personnel, facilitate community participation, implement social and behavior change.
- Build the capacity of stakeholders in monitoring and evaluation.

487. At the community (micro) level:

- Capacity building of initiative groups on their responsibilities and their role in the implementation of this strategy
- Strengthening the capacities of village committees in interpersonal communication techniques, community mobilization and promoting civil registration.
- Capacity building of matrons to involve them in the promotion of civil registration. The goal is to transform traditional birth attendants into partners to build upon.
- Capacity building of journalists and producers at the local level to develop media and communication products of appropriate technical quality, identify community concerns, seek information, access information sources, access local leaders / champions and key contacts, identify the most vulnerable groups and create the conditions of trust for their participation in the media.
- Supporting the establishment of community facilitator groups and building their capacity on training of trainers in communication for social and behavior change
- Capacity building of health workers, teachers and preschool and school staff in interpersonal communication, student mobilization and CR/VS/IM.
- Support for radio production of magazines, debates, spots, reports, interactive programs in villages, neighborhoods and public debates in neighborhoods and villages.
- Capacity building in interpersonal communication for health personnel (through training, technical assistance, coaching) with the aim of promotion of civil registration of major life events.

488. Workshops to train local registrars and others involved in registration on communication for development form an extremely vital segment of the action plan. Work on the communication aspects of the overall registration improvement should be started early. Where possible,

workshops should be held in cooperation with administrative training seminars, which would be under the jurisdiction of management. The comprehensive indicative work plan in annexes (template) specifies that a special subcommittee should be established to take care of communication training of key officials, registration staff at all levels of administration, village/tribal elders and traditional birth attendants. Management will be responsible for training in administrative matters of civil registration and vital statistics personnel at all levels as well as doctors, nurses, funeral directors and persons who perform marriages.

489. The Communication for Development Sub-Committee should work cooperatively with management to arrange for training of officials concerned with registration, organizational, administrative, technical and legal systems improvements.

490. One of the first steps of the Communication for Development Sub-Committee should be to determine the human resources required to conduct those training seminars and then to design and produce appropriate training materials. The dates and locations of the meetings would be determined, and they would be organized and held as required, in convenient locations in cooperation with civil registration and vital statistics management.

491. Depending on the complexity of the training required, those communication for development sessions would be of one- or two-days duration.

f) Media engagement

Paid media advertising

492. One of the most important aspects of the planning of an advertising/ communication/ education plan is to first do research on key social, economic and communication indicators and characteristics of the persons and groups to whom the strategy will be directed, as well as media trends. The key social, economic and communication indicators include per capita gross national product, total population, urban and rural population, income distribution, adult literacy rate, internet users, social media use, percentage of radio and television receivers, and information on newspaper circulation, cinema capacity and media trends. Or there may be publications on the country's advertising rates and data, or a bureau which audits circulation that can provide data on marketing and various media considerations. Data on circulation, audiences, rates and cost per thousand should be readily available.

493. To develop an effective communication for development programme it is of key importance to communicate in local languages and images that are clearly understood by target audiences and that reflect their character. Advertising messages should reflect local ideas and concepts. The inherent power of the local language is very great, and copy should be written in the language in which it will appear. Some research indicates that what is shown is much more memorable than what is actually said.

494. There are six elements in communication:

- a) The source: in this case, the Office of the Registrar General or equivalent;
- b) Encoding: conveying the message into symbols that go out to the audience;
- c) Messages: this is communicated by words and pictures. For target audiences especially, they should reflect the character of the people to whom the message is directed;

- d) Media: this is how the message is conveyed. It includes paid commercial advertisements and editorial news content. The key to a successful strategy is to make sure that the message reaches the target audience;
- e) Decoder/receiver: this is the person who receives the message, interprets the words and pictures, and determines their meaning;
- f) Feedback: the response to the message by the person(s) who receive it.

495. In the present case, a positive feedback would be the receivers' action to register births, marriages, divorces and deaths, which may be ascertained by tracking all increases in registration by geographic area and other demographic and psychographic characteristics

496. It is not possible to speak in generalities, such as that internet, television or radio or print is the best medium. Media penetration and costs are different from country to country, from city to city, and from market to market. For example, the cost of television may be very high in a major city but low in a rural area. It may thus be more cost effective to use local television in rural areas wherever possible. Media effectiveness is different from one demographic audience to another. In more literate societies, people may depend more on internet or television for information. In some areas, such as poor areas of Asia, Africa, Latin America and the Caribbean, people rely on radio. Also, in some developing countries, there are government owned radio and TV stations/networks that broadcast in local languages and dialects that are very effective in conveying information to target groups among the disadvantaged.

497. Media planning means designing actions that show how the advertising time and space will be used to achieve the goals and objectives. The planner needs information about the "market", particularly get groups where there are traditional/cultural deterrents to registration. That information would come from the research done as outlined in chapters I and II above. The media decisions follow and depends on audiences. The plan is developed based on judgement and media objectives. The following factors are considered:

- a) Reach the proportion of the target audience that is exposed to at least one advertisement or media report during a specific time period (one week or four weeks);
- b) Frequency: the minimum or average number of times an individual in the target groups is exposed to the message during a specific time period (one-week or four week);
- c) Continuity: the pattern and timing of delivery of advertising messages through the duration of the campaign;
- d) Size: the physical dimensions of a print or internet ad or the length of time of a broadcast radio or television commercial.

498. It should be noted that given the same amount of money to spend, an increase in reach will mean a decrease in frequency and vice versa. For that reason, in setting advertising budgets strategy, one must generally settle for maximizing either reach or frequency but not both.

499. What must be determined is the mix of media characteristics needed to obtain efficient and effective transmission of the message. No matter what methods of communication are used, make sure the message is consistent. Develop a mix of communication tools and use them over the duration of the campaign, forming an integrated strategy of paid media advertisements and public relations activities, such as placing news stories, editorial comment, promotions, events and one-to-one interaction.

500. A key question in planning the media advertisement campaign is which media are cheaper in delivering the desired reach and frequency to the audience, both general and target groups.

501. When designing a media campaign within a larger communication for development programme, there are a number of most basic considerations:

- 1) One of the first tasks is the design of a logo for the campaign, because it is most important to ensure a distinctive appearance for all material to be transmitted throughout the campaign. This identifying logo and distinctive style of appearance should be used in all means of communication: commercial advertisements signs, posters, pamphlets and brochures. This will be the identity of the communication for development programme.
- 2) Direct the advertisement to the person you wish to reach. For example: "You should register the birth of your baby".
- 3) The primary message(s) should be strong and simple and should be used consistently throughout the campaign. For example, "Register your baby's birth – an important first step".
- 4) In writing copy for advertisements, news releases, pamphlets, brochures etc., use the language of the everyday voice of the native speaker. Do not use jargon, bureaucratic or technical terms, such as "Intensive psychographic research into key demographic socio-economic gender-linked mortality and morbidity studies was detailed in geographic segments".
- 5) Concepts, appeals and especially words differ from culture to culture. Where possible, work with a focus group from the target audience to make sure the campaign material is appropriate.
- 6) Copy should be clear, fresh, memorable and believable. The message and images should be relevant to the target audience and should send out a message about the benefit to the individual and his/her family.
- 7) In written press make good use of headlines, subheads and captions to graphics. Use the headline to get the attention of the audience and telegraph what you want to say.
- 8) Keep the illustrations and videos as simple as possible. A photograph works better than a drawing because people identify with it more readily. One large, strong photograph is better than a lot of smaller pictures. Focus on one or two persons. Women are most attracted to a picture of a baby.
- 9) Layouts should contain plenty of white space, because that helps the eye move easily across the page (this is particularly important in semiliterate societies).
- 10) Check the quantities of material required carefully. If the correct number of copies is ordered initially there will not be excess copies or a shortage that will require reprinting.

502. Most commercial media radio or television provide space/time for community events/public service messages. In addition, print and broadcast media use news stories, editorials, opinion pieces and letters to the editor that can be utilized with great benefit in a communication for development programme to promote registration of births, marriages, divorces and deaths. The key is building good relations with the media at the national, regional and local levels. Certainly the intent would not be to control the content of media programming; however, should interesting material about the campaign to promote civil registration and identity management including the benefits for the individuals and the community is well prepared and offered, the media will most probably include it in its programming.

Working with media and journalists

503. A most important consideration is that an effective media relations programme can be accomplished at a minimal cost, because the media itself pays for production and distribution costs, in contrast to the great expense involved in commercial advertising in the media.

504. Effective news media relations require the development of good working relationships with journalists by building a news relations programme, staffed by professionals, with the strong support of senior management that becomes an integral part of the communication for development programme.

505. Providing accurate, newsworthy information builds credibility and trust, which leads to better media coverage. What people read, see or hear in news coverage leads to giving credibility to the topic, which can lead to discussion and thus informs and educates people.

506. There are "Five Fs" in developing good interpersonal relationships between public information personnel and journalists, according to the Johns Hopkins Center⁶⁶, which defined them as follows:

- a) Fast: respect journalists' deadlines. If a journalist telephones for information, return the call immediately, even if it is past normal office hours. A phone message returned the next day is too late. By then, the story already may have been aired or printed;
- b) Factual: be factual and make the facts interesting. Stories are based on facts. Journalists also appreciate a dramatic statement, creative slogan or personal anecdote to help illustrate your point. Give the source of any facts and statistics provided;
- c) Frank: be candid. Never mislead journalists. Be as open as possible and respond frankly to their questions. If there is an explanation of the reason, most journalists will understand and respect a source even if he or she is not able to answer a question completely or at all;
- d) Fair: organizations must be fair to journalists if they expect journalists to be fair to them. Favoring one news outlet consistently, for example, will undermine the confidence of the others;
- e) Friendly: like everyone else, journalists appreciate courtesy. Remember their names; read what they write; listen to what they say; know their interests; thank them when they cover your particular interests.

507. As an important point, determine who will be the best spokespersons within the registration systems and public opinion leaders to deal with the media, and brief those persons on how best to respond during interviews with print, radio and television journalists.

508. Deliver material to media outlets prior to the launch of the official communication for development programme. If possible, do this in person, and contact the person(s) in each media outlet who will be handling your material.

509. Take steps to ensure that the public information staff is immediately available at all times to journalists who need further information.

⁶⁶ <http://ccp.jhu.edu/documents/A%20Field%20Guide%20to%20Designing%20Health%20Comm%20Strategy.pdf>

510. Monitor news coverage and evaluate its impact/effectiveness. Those activities are discussed in chapter V below.

511. Prepare information kits especially for the media, containing material that can be used, with highlights of the registration improvement programme, photographs and graphics, as well as brief messages that may be used by the broadcast media.

512. Editors want news material that does not require a lot of rewriting and editing, so prepare material carefully, and make sure it is accurate and that correct spelling and grammar are used.

513. The following are some guidelines on how to write a media release:

- a) Include the date of the release. If the timing is important; write "Not for release before (date)". Otherwise you can either write "For immediate release". Make sure that the name and address of the Communication for Development Office issuing the release is also on the first page
- b) Give the name of at least one contact person at the bottom of the release, with email address and daytime phone numbers;
- c) Be brief. Limit the release to one page, two at most.
- d) Use a headline that states factually what the story is about. Editors normally write their own headlines anyway, to fit the space;
- e) Media people are busy, so catch their attention and give them the facts quickly;
- f) All the important information should be in the first paragraph which should be no more than three to five lines long;
- g) The first paragraph should also contain the answers to the classic journalistic questions: Who? What? Where? When? Why? and How?
- h) Editors usually, cut a story from the bottom, so give the other details in descending order of importance;
- i) Keep sentences short;
- j) Don't generalize and don't exaggerate;
- k) Keep adjectives to a minimum, using facts and numbers instead. Rather than saying, "civil registration has long been required" say "civil registration which has been mandatory by law since 1945, now covers 80 per cent of the population";
- l) Be accurate. The media prides itself on this accuracy, and the editor may not have time to check your story's facts. Make sure you do. Misspelled names, wrong dates, spelling mistakes or other errors may mean they will never use your material again. Have someone other than the writer proofread the material;
- m) Releases should reach the media at least one full day before the deadline.

514. It is very important to select spokespersons who are good communicators, knowledgeable about civil registration.

515. Do not neglect the news value of special events, such as special meetings, launching events etc., with the public and press invited to attend. Such events should reinforce and demonstrate what the programme intends to accomplish.

516. Of course, the start of the communication for development programme would be a very special event. There may be also special meetings, such as annual, semi-annual or quarterly conferences, workshops, courses held for those involved in the civil registration process at the provincial/state/regional levels or at more local levels. Take advantage of those opportunities to publicize the information in order to raise public awareness and motivate action to improve registration. After starting the campaign, there may be other special events, such as meetings with community organizations and groups, general or/and press tours of local registration offices etc.

517. For a successful media coverage of an event, construct a timetable as follows:

- 1) Send out invitations to the media one week before the event;
- 2) Telephone people two days before the event. Ask if they received the invitation and if they plan to attend.
- 3) On the day of the event, have enough press kits for everyone. Greet the press when they come in, identify yourself and ask if there is anything you can do (e.g., get participants together for a photo, single out the spokesperson for an interview);
- 4) If the media gives you coverage, be sure to thank them. Call them or drop a note to let them know you appreciate their support.

2. PLANNING FOR EFFECTIVE INTERVENTIONS

518. The communication for development strategy is a complex framework for planning communication interventions in support of civil registration, vital statistics and identity management. The framework proposes the creation of platforms and tools that will lead to the achievement of different objectives related to the subject. The created platforms could also be used to promote behaviors that are not included in the logical framework of the strategy. The strategy aims, on the one hand, to stimulate and motivate individuals, families, the community, society in general, to produce positive changes in behavior and the adoption of social norms that support civil registration. On the other hand, it helps to increase the demand for quality civil registration services that meet their needs.

519. This double objective will be achieved:

- By establishing systems of interaction and dialogue with families and communities, this will influence their knowledge and customary practices.
- By strengthening the interface between communities and civil registration services, allowing better coordination between supply and demand components.
- Improving the engagement of communities, social groups and the media to create viable platforms for cooperation and social change.

520. Why having a feasible communication for development plan is one of the key priorities:

- Have a strategic reference document in communication on CR/VS.
- Coordinate activities and interventions in the field of communication.
- Strengthen collaboration with local media.
- Increase skilled and competent human resources in communication for social and behavior change.

- Increase the demand for CR/VS by the population.
- Increase communication interventions at the community level.
- Improve the funding of communication activities for civil registration.
- Promote education for children, future parents.
- Strengthen communication with fathers, grandmothers, traditional birth attendants and traditional communicators.
- Replicate successful experiences.
- Involve men in the activities of civil registration.
- Promote community involvement.

521. For workshops, community participation meetings and teaching such groups as traditional birth attendants, village elders and mothers' groups, consider seriously the production of audio-visual material, which provides the double impact of sight and sound. With video, films, there is the additional impact of motion.

522. Probably the least expensive medium is the production of a simple slide show, with a recorded script and pictures. There could be an in-person narrator reading a script and using a simple one-projector slide machine. Or video recorded presentations could be used, with a recorded audio track, or again there could be an in-person narrator who reads from a script. Audio-visual presentations communicate well with audiences of low or no levels of education and literacy/capability. Make use of this vast potential for communicating with difficult-to-reach target groups.

523. Give serious consideration to the production of a training video that can be used to communicate and educate a greater number of people than can be reached by individual face-to-face interaction. Because the cost of producing a training video can be relatively low, it should be possible to produce several different videos that reflect the different geographic settings, attitudes, behaviors and cultural and linguistic groups of a given country. Any training video should create situations that are realistic and reflect the values and attitudes of the groups to whom the message is targeted. Consider the production of a series of interactive videos to communicate the need and requirement for registration, its benefits and how to register an event.

524. In an interactive video, the audience should be exposed to certain information during a portion of the video, which is then stopped to allow the audience to discuss the topic and seek more information from the facilitator. This interactive process has been found to be particularly valuable in rural areas.

525. Use of audio-visual equipment requires securing an electrical power supply. In some developing countries, many villages do not have electricity, and in some areas power cuts are a frequent event.

526. Pre-testing should be an integral part of the communication process and must be done before the script(s) and location(s) to be depicted in communication materials are finalized. Focus groups are frequently used in pretesting to determine whether the concepts are presented clearly and are appealing and meaningful to the audience to whom they are directed. Also, pretesting is necessary to ensure that the language and settings are appropriate.

3. SELECTION OF CHANNELS AND TOOLS FOR VARIOUS GROUPS

527. The effectiveness of a communication channel (e.g., interpersonal communication, mass media, community engagement) should be measured by its ability to deliver the right type of information to the intended population, to get people to remember the information, to motivate people to talk to others about this information, and to change their behavior or social norms and, in turn, the behavior of others in their social system, based on the information. Mass or social media messages alone will have limited effects on behavior change, but mass or social media that stimulate dialogue and are combined with interpersonal communication will create synergies that increase the likelihood for sustainable behavior change. A communication channel should provide information in a timely manner, be cost-effective for reaching the intended population, and stimulate meaningful interactions within the population.

528. Each communication channel has a set of characteristics that make it appropriate for specific population groups and for achieving specific outcomes. Communication channels should be selected to fit the communication task.

529. Different channels play different roles. For example, television and radio spot advertisements work well to raise awareness about an issue, while written articles can provide more in-depth information about a topic. Information and communication technologies (ICTs), including social media, are effective for spreading messages in real-time to members of the population that have access to the means for receiving social media messages, for reinforcing messages, for enhancing service delivery, and for building social networks that can be activated to mobilize communities.

530. Each type of communication channel has benefits and drawbacks for conveying certain types of messages to specified populations. It is important to consider:

- a) The intended population you want to reach:
- b) Does your intended population have access to the channel?
- c) Will the channel reach your intended population?
- d) Does the channel allow for feedback from the population?
- e) Are the channels perceived as trusted sources of information about your issue?
- f) Is the channel appropriate for the type of message you want to deliver (e.g., visual, oral, simple, complex)?
- g) Does the channel cover enough area to expose your intended population to the messages?
- h) Does the channel allow the intended population to receive the messages whenever they want (e.g., via text message or a Web site) or on a set schedule (e.g., a radio advertisement)?
- i) Does the Communication for development programme have the resources to utilize certain channels?
- j) What is the cost-effectiveness of the channel(s) being considered?
- k) Does the channel reinforce messages for other program activities?
- l) Does the channel encourage the population to engage in dialogue?
- m) Do the messages motivate the population to seek/demand rights and services?

531. Using several channels at the same time reinforces and increases the impact of communication messages. It is especially important to combine media channels with interactive and interpersonal communication activities in order to stimulate dialogue among the intended population. For example, television serial dramas can raise awareness and promote positive social norms through positive and negative role-modeling using characters in serial dramas. Viewers can be invited to respond to the serial drama through viewer groups that meet at designated times to watch the drama and discuss the issues and events of the drama. Supporting media (for example, radio testimonials, billboard advertisements, posters) can be used to reinforce key messages from the television drama.

532. When dealing with more sensitive issues, folk theatre groups can tailor interactive dramatizations (or humorous sketches) in local languages/dialects for issues that the intended population is apprehensive to discuss directly. Performers can elicit feedback from the audience during the performance and request input to the performance. Performances can be followed by group discussions, contests, and demonstrations that invite the audience to participate and discuss the issues.

533. The table below include characteristics of different communication channels⁶⁷:

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
TV	<ul style="list-style-type: none"> - TV can reach a lot of people quickly and at the same time. - Combination of audio and visual element has high impact on viewers - Requires electricity and TV sets so access may be limited in low income areas. - Viewers tend to be more urban than rural. - Reach depends on distribution channel (terrestrial, satellite, cable) - Well suited to communication with large population groups 	<ul style="list-style-type: none"> - Simple messages can be passed through Public Service Announcements (PSA) or messages read out by a presenter - Complex messages can be transmitted through feature programmes, drama, talk shows and info-tainment. 	Can be interactive with a live studio audience or if viewers call or send a text message in a live show.	Higher production cost than radio Higher air time cost than radio for sponsored programming

⁶⁷ Adapted from UNICEF C4D Orientation module (2009)

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
	- Reaches communities to which physical access is difficult or impossible			
Radio	<p>Can reach large numbers of people in all income groups quickly and at the same time</p> <p>Most radio sets are small, light and portable and can operate on batteries if there is no mains electricity supply.</p> <p>Reaches communities to which physical access is difficult or impossible Can target audiences in small communities with information of local relevance if local stations are available</p> <p>Well adapted to oral societies Easy medium for communication in local languages</p>	<p>Simple messages through PSAs</p> <p>or scripts read out by a presenter</p> <p>More complex messages can be transmitted via feature programmes, talk-shows and drama.</p>	<p>High level of interaction possible. This can be done through live debate or a discussion programme with a phone-in or text-in facility. Reading and answering listeners' letters is also possible.</p>	<p>Lower production costs than TV. Lower airtime costs than TV for sponsored programming</p>
DVD	<p>Combination of audio and visual element has high impact on viewers</p> <p>Relies on physical distribution of DVDs.</p> <p>Coverage depends on how many DVDs can</p>	<p>Can convey simple or complex messages.</p>	<p>Can be highly interactive if used in a community setting where there is discussion or</p>	<p>High production cost.</p> <p>Distribution cost depends on ease of physical access to</p>

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
	<p>be produced/distributed Requires DVD player or computer with electricity supply to play</p> <p>Can be made for generalized or specific target audiences.</p>		Q and A afterwards.	target audiences
Loud speakers	<p>Coverage depends on physical access.</p> <p>Good for targeting high density population groups concentrated in large villages, urban areas or camps</p> <p>Loudspeakers can either be static (eg market or mosque) or mobile (hand-held megaphone or loudspeaker van)</p> <p>Can take messages right into the heart of the community.</p> <p>Reaches population groups without access to radio or TV</p> <p>Easy to broadcast messages in local languages</p>	<p>Better suited to short simple messages.</p> <p>Can adapt the message and the language to each locality</p>	Limited. No formal channel for immediate feedback	Cheap

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
Newspaper	<p>Distribution of paper copies depends on physical access and existence of functioning distribution channels.</p> <p>Online version can instantly reach people with internet access everywhere Well suited for communicating with large groups of literate people in areas of high-density population Difficult to distribute in rural areas The same text can be read and re-read by many different people over a period of time.</p>	<p>Simple or complex messages</p> <p>Visual illustrations can support text – pictures, cartoons, graphics.</p>	<p>Limited scope with newspapers distributed as paper copies. Readers can give feedback via letters. Online version can easily attract comment and information updates, photos and video from readers with internet access</p>	<p>Adverts and sponsored articles may be expensive, depending on the size and circulation of the newspaper. Messages can be distributed free of charge if they are published in the form of a news story.</p>
Leaflet/flyer	<p>Can be distributed intensively in targeted locations.</p> <p>Physical access to the target community is necessary for distribution Limited impact on low literacy populations unless the message is conveyed clearly in pictures</p>	<p>Can be used to convey more complex information. Can combine messages in text with pictures, diagrams and cartoons.</p>	Limited	<p>Cheap to produce, but time-consuming and potentially expensive to distribute</p>
Billboard	<p>High coverage if billboard is well located where many people in the target audience will see it.</p>	<p>Message should be simple and have a long shelf life.</p> <p>Can combine text with pictures</p>	None	<p>Cost depends on size and location</p>

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
Poster	<p>Coverage can be good if posters are distributed widely and are well placed where they will be seen by the target audience.</p> <p>Time-consuming to distribute to remote areas. Distribution depends on physical access</p>	<p>Good for simple messages. Can be adapted for illiterate populations by using pictures /diagrams</p>	None	Relatively cheap
Noticeboard	<p>Limited geographic coverage.</p> <p>Location is normally in closed areas such as camps or settlements or small villages. Good way to disseminate information of strictly local relevance</p>	<p>Good for both simple and complex messages.</p> <p>Can use text and pictures. Easy to update with new material but labour intensive. Best suited to communities where a large proportion of people are literate</p>	Community can post feedback messages (on noticeboard or in suggestion box which can be attached)	Very cheap
Blast SMS	<p>Wide coverage.</p> <p>Fast and easy.</p> <p>Requires mobile network coverage, which may be restricted in isolated areas. Requires widespread mobile phone ownership in the targeted population group.</p>	<p>Message must be simple and restricted to 160 characters. Unsuitable for confidential information.</p>	Limited unless you have the capacity to respond rapidly and effectively to high volume feedback	Cost depends on, frequency of use of charges levied by network operator. Occasional high priority messages

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
	<p>Limited impact in low literacy societies</p> <p>Government may shut down SMS network in times of conflict or political tension</p>			may be offered free of charge
Targeted SMS	<p>Geographically targeted.</p> <p>Fast and easy.</p> <p>List of telephone numbers of targeted contacts required</p> <p>Government may shut down SMS network in times of conflict or political tension</p>	Message must be simple and restricted to 160 characters.	Can be if feedback is requested. However this is advisable only if you have the capacity to respond rapidly and effectively to incoming messages	Cost depends on numbers of recipients and local SMS charges. Costs can be reduced if working in partnership with mobile phone companies
Digital: Email Social media Internet Whatsapp etc.	<p>Requires widespread internet access and high rates of online usage</p> <p>Relies on functioning telecoms infrastructure</p> <p>Internet users are mainly educated, higher income people in urban areas</p> <p>Low penetration of low income groups in rural areas.</p> <p>Unsuitable for communication with low literacy groups.</p>	<p>Good for both simple and complex messages.</p> <p>Integration of video, pictures and audio with text.</p>	Can be highly interactive	Websites are fast and easy to create and update, but large numbers of skilled staff may be required to create web content and process incoming information.

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
	<p>Passive information option (websites).</p> <p>Pro-active information option (email).</p> <p>Good channel for reaching the diaspora overseas</p>			
<p>Peer educators, community based workers, volunteers</p>	<p>Time-consuming and labour intensive.</p> <p>Requires large numbers of people with physical access to the target community</p>	<p>Face-to-face is the strongest and most persuasive form of communication. Good for complex information exchange tailored to individual needs. Works best when the communicator is known and respected by the target community.</p> <p>Risk of message distortion due to communicators being either poorly or having a hidden agenda.</p>	<p>Interactive with immediate feedback.</p>	<p>Can be expensive. Costs can include training, transport, materials and salaries/incentives.</p>
<p>Theatre, community meetings, songs, dance, poetry</p>	<p>Limited geographic coverage.</p> <p>Good for hard to reach communities if you have access.</p>	<p>Good for simple, easily understood messages. Good for sensitising community on sensitive issues within an entertaining format.</p>	<p>Can be highly interactive if audience is allowed to participate either during or at the end of the performance.</p>	<p>Cost depends on size of performance group, sophistication of production and distances travelled between performance venues.</p>

4. MESSAGES AND ARGUMENTS – DEVELOPMENT AND PRE-TESTING

534. Before launching the strategy, a theme and logo should be created to give its identity. They should be used consistently during the implementation over a long period of time and will put all elements under an umbrella that will help the strategy participants (target audience) become aware of the message, identify it and be prompted to take positive action. Also, it would be helpful to have a special song, a short and snappy one, written for use on radio and television to create audio recognition throughout the campaign.

535. While the campaign's basic theme will remain the same, that births, marriages, divorces and deaths should be registered, the message may vary somewhat depending on the target audience to whom it is directed.

536. After the extensive listing of target groups and individuals has been compiled according to the categories described in chapter II above, it will be prioritized for action. Preliminary plans will be made concerning the target groups to whom information on the registration improvement programme will be directed. The types of materials that will be used for the strategy participants and the general public, as well as subject specific material for doctors, midwives, funeral directors and people who perform marriages, will also be developed.

537. In order to eliminate pockets of unregistered vital events in some segments of the population, the Government's persistent intervention is of paramount importance. The Government, in fact, should play a dynamic role in the promotion of improving CR/VS systems. The Government has the primary responsibility to educate the people so that they understand the need for maximum completeness of civil registration, vital statistics and identity management systems. The Government should require the civil registration and access to legal identity credentials to be compulsory nationwide. If a country has previously made registration voluntary for certain groups, that practice should be abolished.

538. The communication for development programme will feature messages to express the following main suggestions: to inform; to make people feel and to make people do.

539. Those are the three components required in the adoption of a new behavior. To make the strategy a success, the target audience, or "participants", must have specific information about what registration is, why it should be done (e.g., the benefits) and when, how and where to take action to register an event. The key to development and execution of an effective message strategy is getting the attention of people and persuading them to take the action advocated in the message.

540. The message is conveyed in stages to different groups (after key communication, education and other officials are trained).

541. The first stage is the message to be conveyed to officials (agents) of civil registration/vital statistics, including the message to be conveyed to the head office of the Registrar General and headquarters staff, regional/provincial staff, and officials (agents) of the registration process,

such as local registrars in the field and their assistants (e.g., traditional birth attendants, school teachers, staff at hospitals and health clinics, assistant chiefs and tribal elders).

542. If the country's registration is administratively decentralized, the message should be conveyed in accordance with the actual situation.

543. The second stage is to convey the message to the population in general, with appropriate messages targeted to specific groups, such as mothers'/women's groups, organizations concerned with human rights and community leaders. If the country has a decentralized registration system, plans and actions will be adopted in accordance with existing conditions.

544. In either case, keep the goals and objectives in view, and keep the message consistent with them. At the regional or community level, it may be most effective to convey the message to community/village leaders in organized one-day classes. At the second stage, those community/village leaders will communicate the message to the residents of their home communities at conventional community gatherings and during person-to-person contacts. Utilize home and school organizations, service clubs, religious institutions and agricultural or rural development groups.

545. For the general public, the message must be a clear, simple and forceful argument in favor of the benefits of registration to individuals and families. Make the message personal, such as appealing to mothers registering the birth can help with care for her and her child at the local health-care clinic to obtain medicine, family allowance, admission to school etc. For areas with a high rate of illiteracy or semi-literacy convey the message through strong graphics in any printed material, such as a comic book format. Face-to-face meetings to convey the message will be important for such groups. Where applicable, use radio programming and, if funds permit, television. Good messages are especially important in today's expensive and cluttered advertising and communication environment. They must be better planned, more entertaining and more rewarding which calls for a good creative strategy.

546. The message itself should be simple, direct and meaningful. It should stress the benefits of registration and give reasons to motivate positive action. It should tell why, how and where registration is done. First, think of what information you wish to get to the general public and target groups. Link the message with what you want people to do, such as promptly register the birth of their child. Make the message simple and repeat it several times during the same presentation to the public. Remember that persuasion methods are used in both reactive and proactive situations. Reactive situations are those where you want to change or neutralize hostile opinion, such as when culture or traditions are a deterrent to registration. Proactive situations define latent positive attitudes in people and motivate them to action and reinforce favorable opinions.

547. Messages are communicated by both written and non-written methods. In illiterate or semi-literate societies, the non-written method is especially effective. Such methods include pictures, symbols, small group discussions, person-to-person contacts and advocacy by such trusted groups as teachers, nurses, physicians, village and tribal leaders.

548. Communicate the message through channels that are most appropriate to the target audience. Remember that in most parts of the world the mass media is controlled and its messages are created by urban elites. Frequently, they produce messages that are not appropriate, nor are they delivered in regional languages or dialects to their often illiterate/rural audiences. Every effort must be made to overcome a pro-literacy bias in message creation. The language used must not be needlessly complex or technical. Receiving a message from multiple sources maximizes the recall and credibility of the message. In other words, the saturation technique using methods to send the same message to the same group of people has a much greater impact and is more effective than using a single medium.

549. To make the message more effective, use action words and write in an active rather than passive voice. For example, "Register your new baby right after birth to make you and your child eligible for many benefits" or "Protect your child. Register his birth with the municipality in your district", rather than "not enough parents are registering their children immediately after they are born".

550. Use examples to clarify the message's precise meaning, such as "A birth certificate will show eligibility for health care, a family allowance and the child's school enrolment". Include only information the audience needs to make a decision. Avoid lengthy explanations.

551. Ensure that the material is easily understandable by using short sentences and simple words. Make sure the message does not blame the persons who have not been registering vital events in their families. The message should support people's desires to change their own behavior.

552. Be consistent. All the communications activities should contain the same message by using a common theme. Consistency helps accredit a general idea: each piece of information reinforces another. Put main points first. Stress and repeat the main points in the message. Less important information should not crowd out the main message.

553. Stress benefits. Emphasize how important the message is to the target audience. For the message to break through the information clutter; it must be something the audience wants or has to know. They are most interested in the benefits and how acting on the information will help them.

554. Get attention. Materials should have impact. Use illustrations, statements and graphics that attract attention. A logo or theme will help the audience to remember the message.

555. The situation analysis should be translated into the communication interventions/activities, including messages and materials that will be used to reach and engage your intended populations. The interventions/activities and messages should relate to each of the programme objectives and should be created with participation from key stakeholders, including partners, community workers, media experts and others.

556. There are a number of factors to consider when developing Communication for Development Programme messages:

- Tone of the message (e.g., formal, informal, active, authoritative)
- Type of appeal (e.g., positive emotional, fear, humor, persuasive one-sided vs. two-sided)
- Language (e.g., dominant language, local dialect)
- Clarity (e.g., easy to understand as intended)
- Sensitivity to cultural and religious norms

557. Effective messages create interest (intellectual and emotional) in the topic so that members of the intended population are motivated to discuss the messages with others and act on the messages.

558. Following are the steps to developing messages and materials:

- 1) Review existing materials to determine whether there are suitable materials that can be used (or possibly adapted) for the programme. The existing messages should be accurate and socially and culturally relevant for the intended population.
- 2) Assemble a team of creative professionals, health professionals, market research professionals and others to develop the messages. Make sure that the team has a clear understanding of the population, the context, and the goal and objectives before brainstorming about the messages. If you are considering using an advertising or marketing agency, review their portfolio of work to make sure their style fits with your needs, and provide them with your communication strategy to help them understand your goal and objectives. Develop the key messages, including the key promise (i.e., the most important benefit that you want your message to convey), what you are promoting, why you are promoting it, who you want to reach. The messages should be clear, concise, consistent, create an emotional connection with the intended population, be consistent, and should always tell the intended population exactly what you want them to do as a result of being exposed to the message.
- 3) Consider branding the materials (e.g., create a label or logo, theme song, slogan) to facilitate recognition for the program by the population and to create an emotional link to the program.
- 4) Consider including “evaluation markers” in the materials.
- 5) Pretest all messages and materials with representative samples of your intended population to ensure:
 - Appeal: Does the intended population find the message attractive, attention grabbing? Do they like the colors, photos, and language?
 - Relevance: Do they feel that the message is aimed at them or a different audience?
 - Comprehension: Is the message clearly understood?
 - Acceptability: Does the message contain anything that is offensive, distasteful, annoying, or untrue in the eyes of the intended population? Do they believe the message? Is the source trustworthy and credible?
 - Persuasion: Does the message motivate the intended population to (want to) change their behavior?
 - Recall: Can the intended population members identify the cue-to-action? Do they recognize the benefit(s) being offered?
- 6) Revise the messages and materials based on the pretesting results and re-test as necessary before finalizing and producing the materials.

559. In order to evaluate the probable effectiveness of the materials, they should all be thoroughly pre-tested before they receive final approval for production. That is especially true for the messages and materials to be directed to specific target groups who previously had not been accustomed to registering their vital and civil events.

560. Pre-testing would determine the appropriateness of the message, language, background, situations and concepts being presented. Pre-testing helps to determine if the messages are meaningful to the target audiences and are likely to motivate them to take positive action to register births, fetal and other deaths, marriages and divorces. Pre-testing is usually done by showing the material to "focus groups", generally made up of an average of 10 people, representatives of the target group, with a moderator leading them in discussion and recording their comments and reactions. As a rule, a minimum of two focus groups are utilized to ensure that reactions are representative.

561. In countries with a population of diverse ethnic, linguistic and cultural backgrounds, focus groups can be used to give these subgroups the opportunity to discuss their attitudes towards registration. The focus groups encourage the participants to express their concerns and their reactions to the messages being presented in the proposed materials.

562. In developing a focus-group session, make sure that there is an atmosphere of openness, and that the participants feel comfortable in being very forthright, uninhibited and sincere in their remarks. The moderator will ensure that discussions are focused, and questions will not reveal any bias on his/her part.

563. The sessions will be attended by representatives of any diverse groups within the community. The information and insights gained by pre-testing should be reflected in all material, and if changes are made should be again referred to focus groups before final approval is obtained and actual production begins.

Chapter IV. RESOURCES FOR THE COMMUNICATION FOR DEVELOPMENT PROGRAMME

Overview of Chapter IV:

To ensure proper staffing and sufficient resources, the timeline and steps below may be followed:

- a) Before a Communication for Development Office is in active operation there will have to be time spent on preparation of a budget for the initial, pre-detailed planning, pre-implementation stage of the Communication for Development Office, as well as for obtaining departmental approval and commitment of the financial resources required for the period up to obtaining government approval of the overall programme (National Committee) (estimated time: three months);
- b) Established, staffing and organization of the Communication for Development Office (estimated time: three months);
- c) The Office's first tasks should be to identify problem areas, develop objectives and goals, and formulate an communication for development concept and presentation of it to the Government. Preparation of the proposed plan to the Government should be able to be done within eight months after the Communication for Development Office is set up. But it could take as long as one year or more, depending on what help is available from other departments and agencies. Also, the use of outside consultants could shorten this phase (estimated time: at least eight months);
- d) The overall time-frame will depend in some measure on the available resources. It should be noted that material to be used, such as billboards, posters, banners, brochures and pamphlets should be designed, produced and made available for several years, at least until the rate of registration becomes satisfactory. One may consider other sources of funding to ensure an effective implementation, nongovernment sources even for certain components and for sustainability later on and cost of reproduction, transmission and dissemination (from the time the Communication for Development Office is established until the campaign is launched, estimated time at least twenty-five months);
- e) Determination of the human and financial resources required for launching of the implementation, its operation for a specific period (e.g., one year), and ongoing monitoring and evaluation will have to be made. If adjustments to the strategy are deemed necessary, additional resources would be required in order to achieve the desired objectives and goals (estimated time: at least six months);
- f) Training will be required for registration officials, staff and vital statistics personnel at all levels, as well as such key stakeholders as doctors, nurses, midwives, clerics, all persons who perform marriages, funeral directors and morticians, village leaders, community officials and leaders of other target groups. Such training by management will be closely coordinated with the communication for development programme.

1. MANAGEMENT OF STRATEGY DEVELOPMENT, IMPLEMENTATION, MONITORING AND EVALUATION

564. As the communication for development programme provides support to the overall civil registration, vital statistics and identity management improvement programme, the present section first considers various managerial strategies that are the responsibility of the national programme, which has obvious impact on the communication for development programme. Second, it gives guidance on managerial strategy for the communication for development programme itself.

565. It is necessary to identify the most effective organizational structure in which branches of the Government, individuals etc., can be grouped and united to obtain the desired results and to determine strategies to achieve desired objectives/goals. Those strategies do not have to be developed for the country as a whole. They may be directed to areas within the country, or to specific target groups, rather than to all the nation. For information on strategy, including advice on how goals and objectives may best be accomplished and where major efforts should be directed, see chapter III above.

566. The initial managerial strategy should be directed to obtaining government support and a firm commitment for sufficient funding. A lack of appreciation among high-level governmental officials of the essential importance of civil registration and vital statistics has been mentioned as one of the most important obstacles identified by national officials in charge of civil registration and vital statistics.

567. Therefore, it is of prime importance to develop a strategic plan to outline the critical necessity of a functioning and effective registration and the derived statistics; to point to the deficiencies of the current systems and provide a holistic solution for overall improvement.

568. Strategies will be required to overcome problems related to difficult geographic terrain, transportation, uneven distribution of the population, literacy and deeply imbedded cultural, social and economic patterns, that are not conducive to an efficient registration process. Management of the overall improvement programme has a key role in those areas, with the close cooperation with the communication for development programme.

569. Problems that require funds are related to obtaining adequate staff, training, essential forms and supplies, office space, record storage facilities, document reproduction and data processing equipment and printing. Other problems that should be dealt with include streamlining legislation; making structural and technical changes in the civil and vital statistics systems; providing training and guidance to local registrars; strengthening coordination among the various agencies participating in the systems and obtaining the necessary government budget support to operate the systems effectively. For such problems, there may be conflicting legal and competing jurisdictional interests that the overall CR/VS management should strive to solve.

570. Managerial strategies may include the involvement of the local communities in both discussion and analysis of registration problems, and in the planning, implementation and evaluation of registration improvement programmes that are mutually acceptable and sustainable in the long-term.

571. Strategies should be directed to giving priority to changing community norms rather than individual behavior because of the significant influence that group norms have on the actions of individuals within the community.

572. Compulsory, universal registration of all births, as well as marriages, divorces, fetal deaths and deaths is needed to produce accurate information for comprehensive educational planning, which requires timely data on trends and distribution of the population, by sex, age groups, socio-economic characteristics of groups and age-specific fertility and mortality predictions.

573. The following is a summary of activities that the Communication for Development programme must deal with. Its purpose is to provide an example of a checklist covering the most important activities of the communication for development programme.

#	Activity	Status
Before the Government approval of funding:		
1	Establish Communication for Development Office.	
2	Establish Inter-Agency Committee	
3	Gather information on deterrents to effective registration; prioritize in order of importance and list proposed solutions.	
4	Determine initial goals and objectives.	
5	Prepare initial national concept for the communication for development programme.	
6	Prepare documentation, including budget and present to the Government the request for sufficient financial resources.	
7	Meet with the Government and obtain approval of concept and commitment to supply, sufficient resources on a long-term basis.	
8	Appoint Communication for Development sub-Committee, to over-see future communication for development activities	
Activities after Government approval:		
9	Study and analyze documentation related to the assessment of current situation of the civil registration/vital statistics systems in the country, their effectiveness and problem areas (if necessary conduct a feasibility study)	
10	Determine deterrents to registration by: a) Conducting research to identify cultural beliefs, traditions etc. that are barriers to effective registration; b) Considering other deterrents such as financial administrative and legal problems	
11	Develop measures to those deterrents and encourage timely current registration.	
12	Identify provisional target groups and their leaders or platforms by categories.	
13	Organize participatory strategy development workshops with wide and representative participation of all concerned actors and : a) Discuss the situation, behavior and communication analysis	

	<ul style="list-style-type: none"> b) Confirm goals. c) Confirm objectives. d) Identify participants groups (audience) e) Determine overall strategy f) Develop an intervention plan g) Determine strategies and methods and develop the message and the best way to convey it. Develop the advocacy plan for enlisting support of senior officials, opinion, religious and community leaders, and other influential people. 	
14	Finalize general national plan of action for the communication for development programme.	
15	Obtain commitment of support and cooperation from Medical Society/physicians;	
13	Develop and produce a training module for training communication leaders and other key officials and organizations.	
14	Develop and produce a variety of appropriate training manuals. Many of the handbooks should be subject-specific for communication for development training of other levels of trainers of civil registry staff and vital statistics personnel at all levels. Training for some groups, such as village elders, tribal leaders, traditional birth attendants, those who look after traditional burials, illiterate or semiliterate people and those who live in rural areas with poor communication systems, will involve other training materials, such as audio-visual tools.	
15	<p>Establish two teams of experts:</p> <ul style="list-style-type: none"> a) A team responsible for training in communication for development. The first level will consist of leaders in those categories, key officials and organizations (see chap. III above for details). Training in communication for development should be carried out in a cascade fashion and should reach down to the community level and specific target groups. Civil registration staff and vital statistics personnel at all levels should receive communication for development training, which should be carried out in cooperation and, wherever possible, in coordination with administrative/technical/legal training, which would be under the jurisdiction of the management; b) A creative team to design and implement mass media and general campaign (an advertising agency may be involved). 	
16	<p>Determine:</p> <ul style="list-style-type: none"> a) Communication for development leaders and other key officials and organizations for training; b) Date and location of training seminars and organize these meetings. 	
17	Hold training seminars for communication for development leaders, key officials and organizations.	
18	Organize and carry out training of target audiences groups in the regions, and provide appropriate trainees and materials.	
19	Determine use of various communication tools.	
20	<p>Determine overall media campaign and produce (after pre-testing) required materials for:</p> <ul style="list-style-type: none"> a) Print media; b) Radio; 	

	<ul style="list-style-type: none"> c) Television; d) Brochures and pamphlets; e) Posters; f) Signs/billboards; g) Internet and social networks 	
21	Determine use of public relations, including news stories, editorials, press releases and special events.	
22	<p>Develop techniques to reach the special target groups, such as people who are illiterate/live in rural areas with poor communication, aboriginal population, including:</p> <ul style="list-style-type: none"> a) Mobile registration units; b) Educating village elders, tribal chiefs, spiritual/religious leaders; c) Educating traditional birth attendants; d) Periodic visits to villages by local registrars; e) Other. <p>This activity should be undertaken in conjunction with improvements to the administrative /organizational/legal/technical systems, and should include training of local registrars, which would be the responsibility of management, of the overall CR/VS systems improvement programme.</p>	
23	Prepare detailed budget covering all aspects of the estimated expenditures.	
24	If necessary, go back to the Government for approval of this budget	
25	If the Government will only approve a lesser amount than contained in the budget, redesign the implementation plan accordingly.	
26	Develop organizational and managerial strategies	
27	Identify and mobilize required human resources.	
28	Train human resources (where possible, coordinate with training activities of local registrars etc. of an organizational/administrative nature, which would be the responsibility of management of the overall CR/VS improvement programme.	
29	Design a system to effectively monitor the impact/effectiveness of the strategy and how to make any required adjustments, if necessary. Feedback to project manager of the overall improvement programme and to the national committee should be considered.	
30	Delivery of all material (posters, pamphlets etc.) to designated locations.	
31	Identify and sign contracts with partners and local implementers	
32	Conduct research on the impact/effectiveness of the strategy (ongoing activity). It is important to note that monitoring of the progress of the communication for development programme, although closely linked with the civil registration and vital statistics systems progress and operations, should not be confused with the CR/VS monitoring plan.	
33	<p>Evaluate/monitor the implementation at set intervals, which should also reflect the indicators of progress and tools of verification. The following monitoring schedule is an example:</p> <ul style="list-style-type: none"> a) Three months after launch; b) Six months after launch; c) One year after launch; 	

	d) Eighteen months after launch; e) Twenty-four months after launch; f) Annually thereafter.	
34	Make recommendations or adjustment of initial plan if required.	
35	Write a report to the Government on the impact/effectiveness of the strategy, with a list of specific recommendations.	
36	Present the report and recommendations to the Government (repeat activity annually).	

574. The communication for development strategy is programmed in three phases toward achieving the intended behavior and social change results. Strategic approaches and specific activities for the three Phases have to be detailed in the Implementation Work Plan. The three Phases suggest result-based milestones. Close implementation and behavior monitoring between the phases will enable programme managers to review results and accordingly adjust and decide activities for the subsequent phase.

1. Phase 1 results will focus on:
 - Government commitment expressed to the public through declarations
 - Communication for development coordination mechanism set up
 - New research undertaken and presented to the public, to mass media and social media
 - Partnership with telecommunications, Internet providers, social media and media organizations firmed up
 - Capacity strengthening activities held for various groups
 - Populations in low-coverage areas targeted with special sessions
 - Enabling environment at community level developed
 - Key messages for specific channels and communication materials reviewed, agreed and updated
 - Behavior monitoring protocol developed, piloted
2. Phase 2 focus:
 - Community engagement and social mobilization intensified
 - Pro-registration messages through family doctors, communities, social and mass media consistently disseminated
 - Other communication tools and materials to increase demand developed, pretested, printed and disseminated
 - Behavior monitoring conducted
3. Phase 3 focus:
 - Continued pro-registration messaging through social and mass media, community mobilization and interpersonal communication
 - Efforts to sustain demand for registration scaled up at all levels
 - Behavior monitoring results reported
 - End-term review conducted

2. TIMEFRAME AND NECESSARY RESOURCES

575. One of the first tasks of the Communication for Development Sub-Committee would be to establish close coordination and cooperation with the National Committee that oversees the overall civil registration, vital statistics and identity management improvement programme. The overall national plan of action would include a continuous long-term communication for development work plan.

576. A communication for development programme cannot be carried out independently unless other priorities and matters related to the legal framework and administrative elements including the management, operation and maintenance of the civil registration, vital statistics and identity management systems are established and carried out. Cooperation and coordination are essential.

577. The programme would therefore be set up in conjunction with the body responsible for improvements in the management, operation and maintenance of CR/VS systems, legislative changes and other registration improvements.

578. In order to develop the timeframe and resources for planning and development actions required to accomplish the communication for development programme, the following actions are suggested (a similar procedure should be followed in activities required for monitoring, evaluation and revision):

- a) Make a list of the major communication for development action tasks, by category, for which plans have to be made;
- b) Determine a tentative, realistic time-frame in which those communication planning and development tasks/events will take place;
- c) Decide on the human resources that will be required to accomplish those tasks (this step should be taken virtually simultaneously with the step contained in para 573(b) above);
- d) Make an inventory of the people available and the tasks to which they can be assigned. Determine how many more will be required, and what knowledge/training/experience they will require to do the assigned jobs;
- e) Acquire the additional human resources required. The most economical method would be to second persons in the government services for the required time-period;
- f) Train all persons who will be involved in carrying out the communication for development programme.

579. Communication for Development training should be carried out in conjunction with the improvements to the administrative/ organizational/legal/technical aspects of the overall CR/VS systems improvement project.

580. Training of local civil registrars and vital statistics personnel, doctors, nurses, midwives, funeral directors, persons who perform marriages and grant divorces etc. in administrative, legal and technical matters will be under the jurisdiction of the management of the CR/VS systems. Management will be responsible for the preparation and production of training handbooks and other instructional materials on how to fill out registration forms, reporting procedures etc., and for financing all those aspects of training.

581. The Communication for Development Office should be responsible for producing some subject-specific training for special groups, including difficult-to-reach target groups, such as

illiterate people who live in remote areas, village elders, tribal leaders, spiritual and religious leaders, traditional birth attendants and leaders of cultural/ ethnic minority groups within the country. Enlisting the support of those audiences will help the gradual community mobilization to change social norms and support for civil registration.

582. Wherever possible, selected personnel of the CR/VS systems with special skills in communication will be trained in the communication for development programme and will become resource persons during the implementation of the ED/COM campaign. The need for coordination and cooperation between the two types of training is strongly encouraged. Training of local civil registrars will be particularly useful because of the important role they could play at the community level in motivating people to officially register civil events in a timely manner.

583. It is recommended that training seminars for registration officials and vital statistics personnel be held at local sites and that national meetings be held annually or semiannually. In some circumstances, there may be merit in bringing local registration staff to a central urban area. Other training methods include travelling road shows.

584. Other activities covered in the present *Handbook* include tools and techniques for reaching special target groups and less privileged populations, including mobile registration units, educating village elders, tribal chiefs spiritual leaders and traditional birth attendants and periodic visits to villages by local registrars. In some circumstances having a local civil registrar “set up shop” in the local market on the busiest day of the week may be effective.

585. Special appropriate training materials utilizing graphics should be prepared for educating village elders, tribal leaders and traditional birth attendants if the level of literacy among those groups is low. Preparation of such material should be done under the direction of the communication for development Office.

586. Actions required long before a work plan can be prepared to improve CR/VS systems consists of three major components:

- a) The legal framework, including legislation and regulations;
- b) The administrative and organizational procedures, including management operation and maintenance which could also include computerization of registration systems;
- c) The communication for development programme for effective registration.

The work on planning the communication for development programme should commence after activities on items (a) and (b) above have been launched since some aspects of communication will be dependent in part on those other components, which may require up to two (or more) years of preparation.

587. If there is no national standardized civil registration system operating in the country, the National Statics Office or its equivalent may initiate an overall CR/VS improvement programme that includes a communication for development programme.

588. A unified plan for strengthening CR/VS systems that deals with every aspect of the systems may separate what is possible now and what may be deferred for future action so that action can

be concentrated on problems and solutions with the greatest potential for success as deemed necessary and as financial resources permit. Efforts should be made to implement an overall and comprehensive CR/VS systems improvement programme, including the communication for development programme, within a specified time-frame with the resources available.

589. A team of experts may be organized by the communication for development Office to undertake the task of launching the campaign: (a) at the national level (or state/province decentralized systems), (b) regional level, (c) local level. This approach may be replicated as many times as deemed necessary. A time-frame should be adopted. Similarly, all other components of the communication for development strategy should be scheduled and budgeted.

590. 586. International, regional, bilateral and non-governmental organizations agencies may be approached to request their financial cooperation with the communication for development programme to supplement government efforts. Long-term commitment toward a communication for development programme can only be ensured by the Government since external support may prove to be only temporary.

591. In addition to communication experts in the Office of the Registrar General (or equivalent), the team should include persons with expertise in planning for long-term programmes and the preparation of financial/budgetary plans.

592. The time-frame suggested below may be adjusted for unforeseen circumstances that may delay the implementation of activities. The communication for development programme should include the following components:

- a) Before a Communication for Development Office is in active operation there will have to be time spent on preparation of a budget for the initial, pre-detailed planning, pre-implementation stage of the Communication for Development Office, as well as for obtaining departmental approval and commitment of the financial resources required for the period up to obtaining government approval of the overall programme (National Committee) (estimated time: three months);
- b) Established, staffing and organization of the Communication for Development Office (estimated time: three months);
- c) The Office's first tasks should be to identify problem areas, develop objectives and goals, and formulate an communication for development concept and presentation of it to the Government. A Communication for Development sub-Committee will be involved during that phase. The presentation to the Government should include a national plan and the overall improvement programme by the National Committee proposed budget, all of which will require considerable time and work. The time-frame depends on the work already done by the Registrar General's Office (or equivalent) in documenting the present systems and their deficiencies, problem areas etc. If an in-depth study has already been conducted to ascertain the current status of the country's CR/VS systems and the problems have been pinpointed, then a shorter time will be required. Another factor is whether or not the country has already completed a feasibility study of the type outlined by the International Programme for Accelerating the Improvement of Vital Statistics and Civil Registration Systems to assist countries in designing and carrying out self-sustaining reforms. Preparation of the proposed plan to the Government should be able to be done within eight months after the Communication for Development Office is set up. But it could take as long as one year or more, depending on what help is available from other departments

and agencies. Also, the use of outside consultants could shorten this phase (estimated time: at least eight months);

- d) The overall time-frame will depend in some measure on the available resources. For example, if it is possible to engage outside consultants to advise on the overall communication for development strategy and perhaps to assist with design and production of some printed material, then that segment of the planning phase may be somewhat shortened but considerable time and financial and human resources would be required for the stage. At least 15 months and probably longer should be allocated, and if all of the work has to be done "in service" by government staff, then the time may be longer. From the time the Communication for Development sub-Committee is established until the strategy implementation is launched will take at least 24 or 25 months. It should be noted that material to be used, such as billboards, posters, banners, brochures and pamphlets should be designed, produced and made available for several years, at least until the rate of registration becomes satisfactory. One may consider other sources of funding to ensure an effective implementation, nongovernment sources even for certain components and for sustainability later on and cost of reproduction, transmission and dissemination (from the time the Communication for Development Office is established until the campaign is launched, estimated time at least twenty-five months);
- e) Determination of the human and financial resources required for launching of the implementation, its operation for a specific period (e.g., one year), and ongoing monitoring and evaluation will have to be made. If adjustments to the strategy are deemed necessary, additional resources would be required in order to achieve the desired objectives and goals (estimated time: at least six months);
- f) Training will be required for registration officials, staff and vital statistics personnel at all levels, as well as such key stakeholders as doctors, nurses, midwives, clerics, all persons who perform marriages, funeral directors and morticians, village leaders, community officials and leaders of other target groups. It should involve administrative/ legal/technical improvements to the overall registration, systems and subject-specific instructional handbooks prepared by management. The training will be under the jurisdiction of management, which will provide the financial resources required for this element of the programme. Such training by management will be closely coordinated with the communication for development programme.

593. The annexes of the present Handbook include a template for the planning.

3. PARTNERSHIPS

594. In order to maximize the effectiveness and efficiency of the CR/VS systems and the communication for development programme, it is important that they be coordinated with other programmes being undertaken within the country. That includes programmes sponsored by the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO), non-governmental organizations etc., that are concerned with family planning, mother and child health care, immunization and nutrition. In addition, obtain the cooperation of regional organizations dealing with social and economic development, human rights and sustainable development.

595. These organizations/agencies will already have infrastructures in the country, and their cooperation will be very valuable. They may contribute by printing communication and education material, such as pamphlets, brochures and signs and get involved in all other strategy activities.

596. The role of non-governmental organizations may be summarized as follows:

- a) A variety of non-governmental organizations operating at the national level may be important to population education, including family planning associations, women's organizations, sex education associations, environmental support groups, organizations serving youth, civic clubs and associations of religious leaders;
- b) Some of those organizations can be valuable sources of information in the design of the strategy and materials;
- c) Organizations serving youth may benefit from receiving materials developed for schools, and may be able to complement this material with supportive messages in their own materials. That will in turn reinforce the school programme;
- d) Civic clubs, parent-teacher associations and groups of religious leaders should be made aware of the rationale for proposing specific population education contents and should be kept informed of project developments. That may make it possible to call on those groups for community support of a project facing opposition.

597. Skilled teachers/ educators are vital to a successful family life education programme. They could also be a major influence in teaching about the necessity and reasons for registration of civil/vital events, as well as the many benefits to individuals, families, the community and the country. A key strategy should ensure the participation of all such organizations and interested/involved professionals, such as doctors, nurses and teachers.

4. IDENTIFICATION AND MOBILIZATION OF NECESSARY HUMAN RESOURCES

598. Review the proposed action plans and categorize activities by assigning the best qualified person(s) to study the documents dealing with the assessment of current status of the CR/VS systems. Estimate the time period needed to conduct an in-depth assessment. Also, estimate the amount of time that the national committee will need to conduct an in depth assessment of the CR/VS systems, the amount of time required to accomplish the following tasks, and the human resources that will have to be involved:

- a) Setting of specific goals and objectives and development of overall strategy;
- b) Formulation of a national communication for development plan of action;
- c) Obtaining a commitment of support and cooperation from medical society/practitioners.

595. Use the indicative work plan in annexes below as a guide to the identification and mobilization of required human resources. Estimate the human resources and the time that will be required for each of the steps.

599. It is necessary to prepare a catalogue of all the available human resources and to begin the process of matching the human resources available to the tasks that must be accomplished. Where there is a task but no person(s) to do it, there would be a need to find the appropriate person(s) and to provide the necessary training and resources to do the job. The most difficult level at which to schedule appropriate human resources will be at the local community level, but

it is crucial to the success of the strategy to find effective communicators, especially those who can convey the message on a person-to-person basis, persons who are respected within that community, to accomplish this portion of the task.

600. The most effective communication technique in developing countries is generally by person-to-person contact. Persons who are respected in the community, local opinion leaders, should be recruited to transmit information to people in their own communities, especially among target groups consisting of illiterates, poor people, aboriginal population, and those living in remote rural communities.

601. All the tasks that must be accomplished at the national/headquarters level need to be broken down and classified into those to be accomplished working with the regional, provincial or state levels of administration, and lastly activities at the local/community level. Whenever possible, it is necessary to list the person(s) who will be responsible for each task.

602. In instances where the National Statistical Office does not have responsibility for vital statistics (it may be a task of the Ministry of Health), it must always be invited to be a part of the national team that leads the improvement programme, since it is the head of the national statistical system and therefore has a direct interest in high-quality statistics. Furthermore, the National Statistical Office, besides having a central office, may also have regional offices and staff that could be very helpful at the time of conducting the communication for development programme at those levels. Also, involve the Electoral authorities, the Population Register, and the Identifications Service, if established in the country, since they are also main users of registration data. In some countries, the judicial system and the Ministry of Interior play an important role in civil registration. Thus, it is important to get their cooperation.

603. Implementation of the communication for development strategy may be best done by using a team responsible for accomplishing this in a cascade fashion, starting from the capital city and flowing down to the regions, local areas and, where necessary, to individual persons or specific target groups.

Chapter V. IMPLEMENTATION OF THE COMMUNICATION FOR DEVELOPMENT PROGRAMME

Overview of Chapter V:

It is important to establish a monitoring system upfront in conjunction with a strategy. This serves as a mechanism to measure changes over time, which can then be attributed to communication for development interventions. Behavioral monitoring is an innovative alternative with several unique strengths:

- It allows for the tracking of behaviors among all the intended audiences or stakeholders through proxy indicators, thereby measuring the efficacy of the communication for development programmes.
- It is participatory in nature and thus serves as a tool for empowering populations in communities where change interventions are implemented.
- Repeated and continuous monitoring is embedded in programme implementation, allowing for change to be measured over time.
- Participatory behavioral monitoring, while answering the “how” questions, also provides a mechanism for identifying needed improvements in programme design and implementation to form a strong programmatic feedback loop.

The following main indicators should be measured:

- # of parents and caregivers who can explain the registration procedure
- # of caregivers who can cite one benefit of timely registration of vital events
- # of parents and caregivers who change their position and state that they have no reservation and no barrier to register the births of their children
- # of registered vital events

With guidance from a behavior monitoring specialist, the following examples of intermediate behavior change indicators can be tracked against baseline, midline and end line behavior change data:

- % (or proportion) of legislators / policy makers / village leaders who are publicly supportive of timely registration of all vital events
- % of financial and human resources in CR/VS improvement programme that are available for communication activities
- Proportion of mass and social media that regularly post evidence-based pro-registration arguments to counter anti-registration sentiments through mass media and online platforms.
- % of persons (disaggregated by education, wealth, age, sex, ethnic/religious/minority background, and disability status) who are aware of the registration procedures AND who take the necessary steps (or dedicate the necessary resources) to register all vital events in the family.
- Proportion of communities that received opportunity to dialogue with a registrar in the past 3 months
- Proportion of population defined who feel they can submit feedback and complain to the service provider and get a timely response
- Proportion of population who participated in a public gathering in support of registration

1. LAUNCHING OF THE PROGRAMME

604. One of the first steps in the phase of implementing the communication for development programme is establishing a date for the most effective launching of the strategy implementation. In a country with a large rural/agricultural population it would be best not to launch the programme during the planning or harvesting season. Also, in selecting the most suitable date for the campaign launch, it would be best to avoid a population census campaign or presidential/parliamentary elections.

605. Yet another approach is to select the month in which the most recent civil registration legislation was enacted (or came into force). It will be an effective strategy to designate one particular month as "Registration Month" on an annual basis, as is done in the Philippines, where February is so designated by the President. In time, the public will become aware of the Registration Month, its purpose, benefits and when and how action should be taken and that will be very helpful in the overall registration improvement programme.

606. In determining the date for the strategy launch, the sufficient time for the production of all the required materials, training sessions of key staff, including local registrars and community leaders, design of the overall media campaign and the public relations segments of the strategy need to be incorporated. Thus, the need for making preliminary enquiries about schedules in commercial media and to make tentative bookings.

607. When launch time is finalized, final firm bookings in the commercial media need to be made, as well as details of press releases and information kits provided to the media. At this point, there is a need to finalize plans to utilize free media such as public affairs programming, news articles, community events notices, public service radio and television spots, publications for women's groups, home and school associations, service clubs and agricultural development media and, if applicable, the government party's newspaper. In the same time, internet and the social networks should be used and to ensure a large presence on these media as well.

608. Appropriate persons need to be designated to ensure that each task is covered and will be properly carried out, including utilizing all appropriate persons in the launch such as head of State, Cabinet Ministers, influential regional/provincial/state and local political figures and community leaders/public opinion makers.

2. MONITORING AND EVALUATION

609. It is envisioned that there will be an overall National Committee that will oversee all aspects of the CR/VS/ID improvement programme, including legal, administrative and management improvements, as well as a Communication for Development Sub-Committee that will work in close collaboration with it.

610. The CR/VS Improvement programme will contain a monitoring and evaluation plan in order to assess its progress, operations and the impact and effectiveness. Another plan should be developed to monitor the communication for development programme. Although closely linked,

the monitoring of the overall programme should not be confused with the communication for development monitoring plan.

611. Responsibility for the establishment and execution of critical monitoring and evaluation procedures for each should be vested in designated authorities. For the communication for development aspects of the CR/VS improvement programme, that might be a task assigned to the Research and Planning Officer of the Communication for Development Office.

612. The ultimate responsibility for monitoring and evaluating the overall civil registration and vital statistics systems and for constant vigilance to ensure that the approved procedures are used and, where necessary, remedial action is taken, is a primary function of the office responsible for civil registration and vital statistics systems, such as the Office of the Registrar General/Vital Statistics Office.

613. To effectively monitor the CR/VS systems and the specific communication for development programme, what must be determined is the type of feedback information required, who will provide it, when and to whom. How that information will be evaluated must be determined in advance of the implementation, as well as the criteria for making adjustments.

614. A method to estimate the impact of the communication for development programme may rely on coefficients of registration of various vital events in various communities targeted by the strategy.

615. That analysis and evaluation will produce an information about the past rates of registration coverage by type of vital event, for the country as a whole, and by geographic regions and localities, preferably on a month-to-month basis. Data on late registrations, particularly of births and deaths and on the quality of the information should be included.

616. It is necessary to determine a breakdown of exactly how detailed geographically to monitor the impact of the improvement programme. Past registration figures should then be populated covering the previous three years to a chart format, and starting with the month of the launch, presenting figures on actual registration, on a monthly basis from each area. For delayed registrations, it is recommended to be done separately from current registrations. The focus should be on geographical areas known to have hard-to-reach target groups, such as illiterate people who live a long distance from registration offices and where transportation is difficult.

617. In order to be able to make the assessment of registration figures, civil registration management should make sure that reporting of vital records is smooth; that they are quickly processed; and that registration figures are available for various geographical levels. Local registrars should be asked to quickly forward reports on the numbers of current (and delayed) registrations of live birth, fetal and other deaths, marriages and divorces to the Office of the Registrar General.

618. The purpose of the monitoring process is to assess to what extent the improvement programme may have contributed to increased registration coverage of vital events. Any increase in the vital rates currently registered could be an indication of the impact of the

programme. If there has not been an increase in registration, further action is needed in terms of strengthening communication activities or readdress them. Special focus should be aimed to areas with ethnic and hard-to-reach groups to learn in what respects traditional/cultural conditions, shortcomings or deficiencies in the registration system have been disincentives to registration

619. The percentage of events, such as births and deaths, that are registered in comparison to the total number of those events that actually occurred is called the rate of registration and is a very significant measurement. The goal is that every event that occurs within a jurisdiction should be registered as close to the date of occurrence as possible. The communication for development programme should strive to convey that message to the general population from the beginning to the end of the implementation.

620. For example, the relevant office of the Registrar General and the vital statistics office may use indirect techniques for demographic estimation to assess the overall performance of the systems. An accurate tool to assess the completeness of registration and to determine areas of under-registration is the dual records system. For details on how to carry out a quantitative and qualitative evaluation by direct or indirect methods of CR/VS systems, reference is made to the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*⁶⁸. The communication for development office should coordinate closely with those offices to obtain the necessary indicators to broadly assess the impact of such activities.

621. For example, to compile a population estimate, population figures based on the most recent census are used as a basis, factored by the crude birth and death rates obtained from the country's Statistical Office. There may be 40 births and 12 deaths per 1,000 population, giving a rate of natural increase of about 28 per 1,000. That figure may be revised after applying the national age-specific fertility rates in the female population of childbearing age. The current live birth registration rate, thus, would refer to the percentage of births that were registered in comparison with the estimated number of births that may actually have occurred.

622. These comparisons between the estimated (expected) births and deaths and those that were registered need to be disaggregated to the small area level, allowing for zooming on the districts and villages with the most considerable discrepancies. It may be effective to report the information on registration obtained in table format, both for the country as a whole and by region and local area. Such tables could be a combined effort by the monitoring team and the evaluation team.

623. Each of the communication for development implemented activities should be monitored carefully. For example, with regard to the impact and effectiveness of the public relations programme, a systematic, continuous means of studying the news, primarily by clipping news articles and monitoring radio and television newscasts and programmes on registration need to

⁶⁸ *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Revision 1*, New York, 2018, Chapter IV, available at: <https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/crvs-mgt-E.pdf>

be put in place. That will allow the communication for development team to not only follow and measure of the news coverage, but also to see opportunities for obtaining future coverage.

624. Monitoring for the contributions that communication makes to reach overall programme goals is a challenge and requires technical guidance from a behavior monitoring and evaluation specialist. A solid monitoring system must be implemented with adequate resources. Communication practitioners understand the importance of monitoring in the communication for development programming cycle so that attribution can be given to evidence-based communication planning and re-planning. Robust monitoring also supports the learning process so that adjustments can be made annually or more frequently.

625. There are two major types of communication monitoring for which indicators and measurement methods need to be planned:

1. Implementation or Process Monitoring tracks the implementation of activities and the outputs from those activities (for example, titles and number of materials produced, the number of trainings held and participants, or the number and type of community discussions held). For communication for development this type of monitoring also measures reach, satisfaction, quality, timeliness and participation.
2. Behavior Monitoring and evaluation tracks behavioral changes to measure intended changes in knowledge, attitudes and practices over time, which can then be attributed to the different communication for development implementation modalities. Behavior monitoring allows for tracking changes in the three levels of behaviors (the knowing, the feeling and the doing) among the intended participant audiences or stakeholders using proxy indicators.

626. It is important to establish a monitoring system upfront in conjunction with a strategy. This serves as a mechanism to measure changes over time, which can then be attributed to communication for development interventions. Behavioral monitoring is an innovative alternative with several unique strengths:

- It allows for the tracking of behaviors among all the intended audiences or stakeholders through proxy indicators, thereby measuring the efficacy of the communication for development programmes.
- It is participatory in nature and thus serves as a tool for empowering populations in communities where change is interventions are implemented.
- Repeated and continuous monitoring is embedded in programme implementation, allowing for change to be measured over time.
- Participatory behavioral monitoring, while answering the “how” questions, also provides a mechanism for identifying needed improvements in programme design and implementation to form a strong programmatic feedback loop.

627. In summary, participatory behavioral monitoring allows measurement of programme implementation. It enables a programme to determine programme outcomes more directly attributable to the intervention, and specifically captures the processes by which these outcomes are achieved.

628. Agreeing on behavior results and on indicators to measure them by, is critical. Depending on priority behavioral results and social change outcomes and on what activities are agreed

annually by the Committee and funded, the Communication for Development Sub-Committee should decide on a manageable number of priority indicators for process and for behavior change to be tracked and measured.

629. Indicators provide simple and reliable means of measuring change. Indicators can also be regarded as behavioral results that are re-written using measurable terms. For monitoring purposes, indicators are not used to evaluate the final outcome or impact of interventions. Instead, indicators act as “progress markers” (UNICEF, 2006). They help determine whether behavior and social change is taking place, as well as the directionality of the change. It is this information that will determine whether or not the activities, outputs and intermediate outcomes are on track towards achieving the programme objectives.

630. For practical purposes and manageability, it is important for the Communication for Development sub-Committee to agree on a few critical implementation indicators and behavior result indicators to be measured and periodically reported for each category.

631. Then, a monitoring plan should be developed, with agreement on the information that will be collected, indicators to be measured, method and tools to be used, from which person or people, by whom, when and at what cost.

632. It is also necessary to develop easy-to-use reporting forms that are mindful of the time it will take a supervisor to read the monitoring forms and to complete the reporting form. Monitoring should be a participatory process, from preparing tools for gathering data, analyzing data, reviewing monitoring reports, discussing them with staff, partners, and other stakeholders and delegating tasks to address any issues that require immediate attention and issues that can be addressed at a later time.

633. Behavior change outcomes or results should be monitored, measured and reported.

634. The table below presents an example of desired results and measurable indicators for the communication for development strategy.

Parents and caregivers complete the registration of births of their children	
Behavioral result	Statement of Indicator
<i>Know the registration process</i>	# of parents and caregivers who can explain the registration procedure.
<i>Can explain the importance of civil registration.</i>	# of parents and caregivers in the community
	# of caregivers who can cite one benefit of timely registration of vital events.
<i>Overcome registration hesitancy</i>	# of parents and caregivers in the community
	# of parents and caregivers who change their position and state that they have no reservation and no barrier to register the births of their children.
<i>Complete vital events registration within 1 month from the occurrence</i>	# of parents and caregivers in the community
	# of registered vital events

635. Achievement of these or other behavior outcomes depends on a hierarchy of intermediate behavior change outcomes. In communication, process is important to achieving both ultimate and intermediate behavior change outcomes. An example of a process indicator is “% of women participating in a community meeting about civil registration who felt that their opinion contributed to a solution to the problem.”

636. With guidance from a behavior monitoring specialist, the following examples of intermediate behavior change indicators can be tracked against baseline, midline and end line behavior change data:

- % (or proportion) of legislators / policy makers / village leaders who are publicly supportive of timely registration of all vital events
- % of financial and human resources in CR/VS improvement programme that are available for communication activities
- Proportion of mass and social media that regularly post evidence-based pro-registration arguments to counter anti-registration sentiments through mass media and online platforms.
- % of persons (disaggregated by education, wealth, age, sex, ethnic/religious/minority background, and disability status) who are aware of the registration procedures AND who take the necessary steps (or dedicate the necessary resources) to register all vital events in the family.
- Proportion of communities that received opportunity to dialogue with a registrar in the past 3 months
- Proportion of population defined who feel they can submit feedback and complain to the service provider and get a timely response
- Proportion of population who participated in a public gathering in support of registration

637. A comprehensive monitoring plan should include both qualitative and quantitative data.

638. Qualitative data is valid when it has been rigorously collected, analyzed and accepted by stakeholders. Many organizations and governments still find it difficult to allocate adequate resources to set communication monitoring mechanisms in place, whether they are qualitatively or quantitatively oriented. The following recognized qualitative methodologies could be introduced:

- Most Significant Change (MSC)
- Focus Group Discussions (which can also be quantitative – see below)
- Community Information Boards
- Case Study
- Outcome Mapping

639. Quantitative methodologies suitable for communication monitoring include surveys, key informant interviews and Focus Group Discussions.

640. Monitoring, research and evaluation will begin, wherever possible, after reports on registration for the first month of implementation of the communication for development strategy

are received and will continue on a long-term basis. Recommendations for any revisions will be made promptly after major evaluations.

641. The recommendations for revision/adjustment of the communication for development strategy will be considered at once by the Communication for Development Office established for this purpose. All approved revisions/adjustments should be implemented as quickly as possible in order to make the strategy as cost-effective and efficient as possible. The overall strategy budget should make allowance for the possible additional costs of revision and adjustments.

Chapter VI. RECOMMENDATIONS TO STRENGTHEN NATIONAL CR/VS AND ID MANAGEMENT SYSTEMS

642. Civil registration provides a legal record of a particular vital or civil status event, as well as a valuable, continuous source of timely and accurate statistical information. This information allows for the effective scientific analysis of the relationship between demographic, economic and social factors. Such analyses are useful in planning, operating and evaluating programmes for public health, education, social and economic development programmes.

643. To ensure those benefits from CR/VS/IM systems management should make every effort to properly organize operate and maintain them. For countries that have not yet attained high levels of internationally accepted standards of efficiency in their systems. the present chapter provides several recommendations. They are based on the goal that from five to 10 years (depending on the size of the country) after the initiation of a CR/VS systems improvement programme, which includes a well-designed communication for development programme, the country will have effective and efficient civil registration/vital statistics/identity management systems. There will be complete (as close as possible to 100 per cent), timely, high-quality registration coverage, resulting in the production of reliable, accurate vital statistics for the country as a whole and for regions and districts within the country.

644. It is recommended that:

1. An Inter-Agency Committee with representatives of all departments and agencies concerned with civil registration and vital statistics be established within the Government to:
 - a) Study the problems and deficiencies of the present civil registration and vital statistics systems;
 - b) Determine the actions required to overcome them;
 - c) Develop a plan for a continuing Registration Improvement Programme;
 - d) Justify the project on the basis of the benefits of effective registration systems, both socially and economically.
2. The Inter-Agency Committee take all steps necessary to obtain the approval of government officials, the Head of State and other elected officials, for a long-term CR/VS/IM improvement programme and a definite commitment to provide the required funding.
3. If the CR/VS/IM systems are decentralized, the national coordinating body for civil registration and the vital statistics authority be located in the same ministry or department as the central statistical office responsible for the compilation of national statistics.
4. The importance of the development of integrated systems be strongly emphasized to ensure desirable coordination and standardization of registration and statistics.
5. Standardized data-collection systems, coding systems, definitions and classifications be adopted which will enhance comparability of data at both national and international levels.
6. Coordination and cooperation also be maintained with authorities responsible for censuses, demographic surveys, population registers, immigration, social and health statistics as well as with agencies/departments involved in planning for economic and social development.

7. Within the Inter-Agency Committee, sub-committees will be established to determine and develop the following aspects to streamline CR/VS/IM systems:
 - a) A legal framework for civil registration and vital statistics systems, including standardization of forms and registration requirements;
 - b) The administrative, organizational, operational, management procedures and maintenance aspects of improved civil registration vital statistics systems;
 - c) The computerization of civil registration and vital statistics systems and other modern technologies;
 - d) A communication for development programme for effective civil registration and vital statistics systems;
 - e) Protocols on the release of individual information from civil registration for research and public uses.
8. Efforts should be made to implement the overall civil registration and vital statistics systems improvement programme within a specified time-frame, within the available resources, of which the communication for development programme should be an important component.
9. The services of top-level, highly competent people be obtained to design, initiate, implement and operate the Registration Improvement Programme on an ongoing basis.
10. The new system should be designed to produce continuous vital statistics about significant social and economic groups within the country, including urban-rural, ethnic-cultural or socio-economic groupings. The collection and analyses of data must be done with a view to safeguarding human rights with respect to civil and social benefits, particularly among children, youth and women.
11. If the Government of the country is decentralized, with autonomous states/provinces conducting their own civil registration/vital statistics systems, the legal and procedural requirements of registration, including certificate issuance, need to be standardized.
12. With responsibility for civil registration and vital statistics vested in an agency or agencies of a national Government, the assignment of registration functions at all levels be accompanied by a clear designation of duties and responsibilities with respect to registration, recording, the custody of records statistical reporting, collection, compilation, analysis, presentation and dissemination of data, and the critical inspection and evaluation of the system that would avoid situations in which registration is the function of employees of a different department or level of government or municipality; the national office would have authority to standardize forms, procedures and methods, and to coordinate, unify, supervise and promote efficient and effective registration.
13. Provision be made for registration offices that are easily accessible to every segment of the population, to include mobile registration units as required with staffing appropriate to the number of events occurring within the registration districts.
14. Registration be made legally compulsory for every vital event occurring within the boundaries of the country. The system must be comprehensive and unbiased. It should include every group and individual, regardless of religion, profession language or other cultural or social background. There should be no fee for timely (e.g., within seven days) registration of a vital event.
15. The reasons for registration and its incentives of enjoyment of privileges and rights contingent on proof of registration are conveyed to the general public and target groups through an effective ongoing communication for development programme, which should

include the annual designation and observance of a particular month (or week or day) as Registration Month (or week or day).

16. The presence of certificates should condition the provision of various services, including religious services related to vital events.
17. Consideration be given to issuing a free certificate for the timely registration of a vital or civil event for a trial period at the beginning of the communication for development programme in order to motivate the public to register births, fetal and other deaths, marriages and divorces.
18. Confidentiality of personal information in registration records be safeguarded through strict protocols on the release of individual civil registration and vital statistics records for research and public uses. The confidentiality should be mentioned in all communication interventions.
19. Wherever possible, a system of record linkage be implemented, so that, for example, a birth record could be linked to a marriage record or to the birth records of the parents, to the birth (or stillbirth) of subsequent children, to a divorce, and eventually to a death record, so as to provide invaluable information on individuals for genetic and family reproductive histories.
20. The new system be capable of providing satisfactory services to the public, particularly the issuance of certificates on a timely basis, as well as providing timely and reliable statistics to decision makers and policy makers of the Government.
21. Local registrars be trained in friendly service delivery and be able to show a friendly attitude in interpersonal communication with beneficiaries.
22. The new system includes, wherever possible, the use of technological means to operate and maintain a database with an efficient retrieval system and adequate facilities for safe preservation and protection of documents from damage and other risks.
23. Priority be given to obtaining the support and cooperation of medical societies/physicians, as well as other medical personnel, such as nurses, midwives and staff at hospitals and health clinics, to streamline coverage, timeliness and quality in the registration of live births, deaths and fetal deaths.
24. Every effort be made to educate and train registration officials, particularly at the local level, to increase their skills in performing registration functions. All vital statistics personnel should also be targeted for training.
25. The involvement and commitment of tribal chiefs, village elders, religious/spiritual leaders, traditional birth attendants, community leaders/opinion makers, women's groups, politicians at all levels, persons who perform marriages, educational institutions etc. be obtained in order to help ensure the success of the Registration Improvement Programme, particularly at the community level.
26. Innovative tools be used for obtaining the desired behavior change and address the anti-registration social norms (edutainment, social media, telecommunications etc.)
27. A mechanism be established to monitor and evaluate the accomplishments (or failures) of the communication for development programme and the overall CR/VS/IM Improvement Programme and to make recommendations for further improvements to the system.

ANNEXES

Annex 1. Short example of analysis of determinants of non-registration in Guinea – data collected in focus groups and by observation

Enabling environment

Social norms

Social norms are very strong in Guinea. Registration of vital events is usually influenced by social norms on many issues: births, deaths, marriages, power relations within the family, importance of state documents, role of official authorities and religious, newly created expectations.

As a general rule, documents issued by state authorities are considered of no use to the majority of the population. This piece of paper has no use. In addition to the birth certificate, which can be used to register with the school and obtain the identity card, the rest of the documents are considered totally useless. It should be mentioned that the general practice is religiously celebrating births and marriages and organizing religious funerals. For Muslims, who represent the absolute majority of the population in Guinea, religious traditions related to birth, death or marriage are much more important than civil registration. In addition, mosques keep records of all vital events and some of them offer a document confirming this event. This document has a higher emotional value than the certificates issued by the state.

There is no public pressure on people to register their vital events. Community members, health workers and even registrars do not understand the need to register. Several registrars confirmed that they had not registered their own marriage or the death of their parents because they did not see why it should be done.

In 4 civil registration centers visited during the mission, registration rates are very low. Although the birth registration situation appears to be high in recent research (MICS 2016), the situation is very different in the field.

In the commune of Mambia in the region of Kindia, the birth registry registered only 51 children from April 2018. According to the data of the health center, 630 births took place in the center and a few hundred (number exact not available) have occurred in health posts. The registration rate is therefore less than 10% for the municipality concerned. For the urban district of Kindia, with 171 000 inhabitants, during the first two months of 2019, only 144 births were recorded, with a total of 10,000 births per year in health facilities (about 2000 during the reference period of two months). In this case, the recording rate is even less than 10%. In the municipality of Friguiagbe in the last 2 years (2017-2019), only 103 births were recorded, with a total of about 3,000 children born in health facilities during the same period. In the urban municipality of Dixinn, birth registration rates are higher (269 births registered between 1 January and 14 February 2019). The total number of planned births per year in this municipality is about 6,200, full coverage will mean about 550 registered births per month. The difference between these data (unrepresentative, but important for understanding trends) and data collected during research such as MICS is a voluntary declaration of birth certificate. In focus groups, people often confuse birth certificates with birth notifications issued in health facilities immediately after birth.

Death registration is at a very low level. In Kindia, no deaths were recorded in 2019, in Dixinn, there are only 3 deaths recorded. In Mambia, for 8 years, 100 deaths were recorded. It should be

mentioned that there is a period of 3 days of registration of the death and that after this period, all deaths must be declared in court.

The generalized social norms are:

- Religious ceremonies of birth, death and marriage prevail over all civil proceedings.
- Registration of death or marriage is done by wealthier people and civil servants, this being linked to inheritance.
- After the death of a loved one, people should mourn and not run for documents.
- Children need the birth certificate to go to school, but it will happen later, there is time.
- Everyone receives a birth notification in the health facility, another document is not necessary.
- Only the man can go to record vital events. Women do not know how to do it.

Legislation / policy

Appropriate policies need to be developed. However, the understanding of the legal provisions is very insufficient. There is no instruction for local registrars on the reading of the law and on their functional assignments. Civil registration legislation is not known to employees in other sectors, such as health.

The marriage registration procedures are very complicated. A large number of documents are requested: birth certificates of both partners, certificate of residence, parental consent, photos of each partner, handwritten request that the addressee addresses to the town halls to announce the day and the wedding day. All these documents must be provided at least 10 days in advance, the announcement of the marriage to be posted in a public place of the community at least 10 days to allow everyone to oppose. Only if no objection is received can the marriage be officially celebrated. In a country with a very low literacy rate, posting an advertisement publicly for the entire community is not logical because people cannot read it. At the same time, if the marriage was already celebrated religiously, it is considered valid without a complicated registration procedure.

The registration of deaths is also a very difficult process in terms of documents. It is not clear how and where the confirmation of death could be received. Even registrars lack clear information on exactly what to do when a person dies to ensure proper registration of the death.

A comprehensive assessment of the legal framework needs to be conducted to align it with other policies, detect inconsistencies and barriers to registration of vital events. The documents to be provided for the registration of the death and the registration of the marriage must be reviewed to facilitate the process. The costs to be collected for civil registration should be uniform and much lower than today.

Budget / expenditures

Low allocation of funds to the National Directorate of Civil Registration. The budget for the implementation of the National Strategy for the Reform and Modernization of Civil Registration in Guinea 2018-2022 represents about 25 million US dollars, of which more than half is dedicated to strengthening social mobilization and advocacy for registration of vital events. Although some officials state that registration of vital events is one of the country's priorities, other strict priorities are being considered at the regional and local levels. During the visits, in two rural communities, the role of registrars was played by volunteers, who received a symbolic payment. In other

communities, communes contracted people who received a monthly payment of 440000 Francs (about 50 USD). Usually, these people have no skills or knowledge about the process. Mayors have no interest in investing money in registration of vital events, and it is reasonable in some cases when very serious problems need to be resolved, such as water and sanitation, health, education, etc.

Civil registration offices have no financial means to finance their awareness-raising and information activities. Community health workers have a motorcycle to reach all populations. At the same time, civil registrars have no means of transportation.

Management / coordination

Although there is a coordination mechanism (Intersectoral Coordination Commission for Civil Status Reform and Modernization), which should meet quarterly, some stakeholders working in the field are not aware of these meetings. Now, with the strategy of reform and modernization of civil registration validated by all stakeholders, the National Directorate of Civil Registration will convene more often the coordination committee and also plans to create similar mechanisms at the regional level. This will ensure a better coordination.

However, synergies should be found and coordination ensured for all activities related to the demand creation for civil registration services. In some campaigns organized by different actors, birth registration is offered free of charge. In focus groups in rural areas, some people confirmed that parents usually wait for registration campaigns to register the birth of their children because they are unwilling to pay. In this way, many parents go beyond the birth registration deadline and should be subject to a supplementary judgment.

Stakeholders involved do not have a single vision on how to approach the civil registration process, especially on demand creation. Many social norms, socio-cultural practices and beliefs are not considered when designing demand creation programs. The issuance of birth certificates in large numbers during an ad-hoc campaign does not increase the value of the civil registration and perpetuates the generalized idea that "the State and international projects need it". The populations do not understand the need to record their vital events. A common strategy for social change, in which each actor concerned will have its role and areas of intervention, is necessary to change the perceptions of the population in general, but also of those directly or indirectly involved in the delivery of services (civil registrars, health workers, educators, mayors, village chiefs, district leaders, religious leaders, NGOs). This strategy will ensure the convergence of all activities and achieve the results expected in the National Strategy for the Reform and Modernization of Civil Registration.

Supply

Availability of essential commodities/inputs

According to the mission's observations, civil registration offices are not a priority in rural areas. They should however be open from 8:30 to 16:30 and have registers and all necessary inventories, but the situation is very different. In all cases, the civil registrar was to be called and invited to the discussion, the office was not functional in 2 out of 4 cases. The registers were in very bad condition, the obligation to close the registers at the end of each year and to open a new

one is not respected. In one case, a death register had been signed and stamped by the judge in 2012, in another case the registers were dated 2017 and 2018.

To be used, the registers must be signed and stamped by the court. It may take about 2 weeks to receive the logs. If the previous register was completed, no record is made during those 2 weeks.

Although the new secure registers are already printed and distributed, they are not yet used in the four civil status offices visited. There is no cabinet to keep the records safe. In addition, extracts that must generally be sent to justice and statistics are not completed and sent. In the municipality of Dixinn, these sheets are left empty, in other communes, the main sheet is also empty, so no data on the person having obtained the birth certificate is recorded.

The village books exist, but they are not used and are empty at the registry office. In 4 communities visited, the system using the village books does not work.

Access to adequately staffed services, facilities and information

Geographical access to civil registration services is limited to populations located near the registry office. A plan exists to create secondary civil registration centers. According to the competent authorities, 342 primary centers and 6 secondary centers exist now. However, since the extension of secondary centers is not yet fully implemented, people complain of a long enough distance to go to the civil registration center. Of course, in different communities, the average distance is different. In the municipality of Mambia, the maximum distance to the civil registration center is approximately 40 km. In Kindia, this distance was estimated at 7 km and at Dixinn, about 5 km. Distance is a major barrier to registration of vital events, especially for registration of births and deaths, when strong cultural practices occur. Firstly, two visits to the civil registration centers are necessary to retrieve a certificate: one to bring all the necessary documents and within a maximum of 3 days to retrieve the excerpts. This makes the process even more complicated.

To ensure access to civil registration services, information should be provided to community members. During the discussions, people did not know that they had to record deaths and did not know where and how that should be done. For registration of birth, the birth notification replaces the birth certificate issued by the registry office. Health workers do not inform parents of the procedure to follow the receipt of the birth notification. In the communities visited, the registration of deaths is almost at level 0.

Interoperability between the different sectors at the local level does not exist, even if they are sometimes geographically close to each other. Information is lacking at all levels, starting with basic information for the responsible local authorities (marital status, health, education) and ending with the general population.

The following information gaps were identified:

1. People working in civil registration centers (often volunteers or community agents) do not have basic information about how to operate, about the legal provisions relating to their duties and about how they should raise awareness.
2. Mayors lack information about the importance of birth, death and marriage registration and do not have clear written instructions on their role.
3. Community actors (health workers, educators, informal community leaders, religious leaders, etc.) do not have basic information and communication skills to encourage

community members to record their vital events. In addition, community actors have misperceptions and stereotypes related to registration of vital events.

4. The general population does not receive any information on the need to register vital events. When they receive the birth notification, health workers rarely explain what parents should do with it. With the registration of deaths and marriages, knowledge of the need to register is almost non-existent. All focus group participants confirmed that they did not really know that a death and marriage certificate was required, especially because religious ceremonies had already taken place and it was not necessary to participate in new documentation ceremonies.

Demand

Financial access

The civil registration services are paid and the amount is established by the council of each municipality. So, the costs are very different. Rural communities have higher prices for registration services. Thus, birth registration starts at 3,000 francs and amounts to 10,000 francs. In urban areas, such as Kindia and Dixinn (Conakry), the price is 3,000 to 5,000 francs. In rural communities (Mambia and Friguiagbe), the price is 10,000 francs.

The registration of deaths costs even more: 5,000 to 20,000 francs. Here, additional costs are related to obtaining confirmation of death from a health facility or health worker. If you invite someone to confirm the death, the additional costs can reach 60,000 francs.

The registration of marriage is the most expensive: it costs between 30,000 and 50,000 in urban areas, about 100,000 francs in rural areas.

It should be mentioned that religious ceremonies are considered more important than civil ceremonies and that, for ceremonies held in mosques, for example, people spend at least 50,000 francs (baptism, marriage and funerals). Civil registration fees are an additional burden for families because they will not replace religious ceremonies with civil ceremonies.

When asked for an estimate of transportation costs, most respondents said they needed at least 10,000 francs for a trip to the registration office. It should be noted that at least two trips are required to complete the civil registration process.

Efforts are being made to make civil registration free of charge for all and to employ officials who are properly trained and able to provide services effectively.

Socio-cultural practices and beliefs

The general perception of civil registration is that it does not matter to citizens, it is the state that needs it. Many sociocultural practices and beliefs prevent people from applying for registration services.

Religious considerations are very strong. All vital events have specific ceremonies that people are supposed to organize in mosques. Guinea has a large majority of Muslim population and Islamic traditions prevail. So far, no formal agreement has been reached with the General Secretariat of the Islamic League to get involved or promote civil registration. An agreement with the Catholic Church has been reached and, for the celebration of religious marriage, Catholics must bring to the church the official marriage certificate.

Birth-related practices: After giving birth, women generally stay in a health facility for about 6 hours, followed by an older woman at home. Although the birth notification must be made at birth in the health facility, the mother does not know the name of the child before baptism. Usually, the father names the child and if the father is not present, this information is passed on to a male parent or a friend of the father. Upon returning from the hospital, the birth notification received at the health facility is given to the father. The men in the family take care of the documents, keep them and usually do the civil registration. This is considered a control issue. During seven days after birth, the child has no name, the mother is not allowed to leave the house. It is only after the baptism on the seventh day that the child has a name and his mother can go out. If the child does not survive the first week of life, he receives no name and is buried anonymously. So, no birth registration and death done.

Registration of birth is the decision of the man because he has all the documents and money for it. After discussions with registrars, 95% of people who request registration services are men. The literacy level among women is much lower and the traditional role of communicating with authorities is assigned to men.

Usually, the birth is celebrated at the baptism, during the religious ceremony, and all the guests bring a small financial contribution as a gift for the newborn. If properly advocated, some of this money could be spent on civil registration. The extension of the birth registration deadline to 6 months is beneficial in this case.

At first, a per capita tax was imposed in Guinea. Although it is now canceled, citizens fear additional payments to the state if they register all their children.

The registration of deaths is much more complicated because too many practices and cultural beliefs are linked to it. The burial after death should take place between two prayers, so it usually takes only a few hours to bury the deceased. During this time, family members are in pain and do not have time to obtain a confirmation of death that will be used for registration purposes. The official deadline for registering the death with the civil registration authorities is 3 days, which makes the death registration even more complicated. It is considered that if a child dies, he will be an intermediary between the parents and God and may ask favors for his family. Parents and relatives should not cry or suffer.

Some beliefs are also involved in the registration of deaths:

- You never speak of the deceased after his death, you let him rest in peace.
- Applying for a death certificate is a painful process for relatives of the deceased.
- No need for such a document, except in the case of inheritance or property issues.
- The cost of burial at the cemetery costs about 100,000 CFA. Many people tend to be buried around the house.
- There is no obligation to bury in specific places and no documents are required, even for burial in cemeteries.
- Registration of death is not mandatory.

To bury in a cemetery, it is not necessary to provide a death certificate. If the person is dead, there is no need to relieve the pain through this entire process of recording deaths. Not to speak of the deceased is one of the coping mechanisms in case of death of a close person. In addition, the civil registration site is very far away, and people are not encouraged to register the death, except if there is a problem of inheritance or land-sharing. If the husband dies, if the death is not officially registered, his wife will become the wife of his brother. If the husband's death is officially

registered, the woman is free to do what she wants. Traditions are not related to legal registration and people plan to respect one or the other, but cannot perceive a combined solution.

On the other hand, marriages are celebrated very early in mosques. The tradition is to celebrate the wedding religiously. Usually, the imam offers a marriage confirmation and people do not see the need to officially register the marriage. Most interviewees do not see the value of the official ceremony. In the civil registration centers, marriage is perceived as a ceremony in itself, there is no possibility of just coming to declare the marriage. Even after the religious ceremony, the spouses must do the civil ceremony, not just for the registration. So additional fees are involved.

Timing and continuity of use

Many interviewees confirmed that they do not ask for a birth certificate for all children. When time and other circumstances permit, they record the birth of some children, but others do not. Some have confirmed that they expect campaigns when registration will be free of charge to register births. The registration of deaths is considered a useless process and the official registration of marriage is also considered unnecessary.

Quality

The quality and completeness of the civil registration is not assured. Periodic monitoring or inspections are not performed. As of 2012, in some civil registration centers, no inspection or monitoring was carried out to guarantee the quality of the registration. Confidence in the documents issued by the civil registration authorities is very low. Similar civil registration certificates are sold illegally on the markets. Some prefer to buy these documents than to make every effort to retrieve an official document, as there is no mechanism to verify whether the certificate has been legally issued or illegally purchased. Although records must be kept and separate sheets are sent to justice and statistics, this system does not work. In addition, not all registers are well completed. There are cases where the certificate is issued and given to the person who requests it, but the rest of the sheet is not filled, so there is no possibility to know the identity of the person for whom this certificate has been issued.

In 2 of the 4 centers visited, the staff of the civil registration centers were almost illiterate, and the accuracy of the handwritten certificates is questionable. For Guinean citizens wishing to visit Europe, these certificates pose a big problem. It seems that the French Embassy does not recognize many birth certificates or marriage certificates officially issued because of the considerable number of mistakes made.

Annex 2. How to develop a communication for development strategy⁶⁹

Developing a communication strategy to influence behavior change does not have to take long. A strategy is necessary to ensure greater behavioral impact. It allows you to get the most out of your budget, to measure any changes, to motivate people to achieve intended results.

When you develop a behavior change communication strategy, design each step to be as participatory as possible. Participation in all steps of the process allows community representatives to participate in decisions, develops a sense of ownership and helps affected communities achieve a sense of normalcy in their disrupted system.

Here are some essential steps you can follow when developing the details of a communication for development strategy:

Step One

Bring all stakeholders together. Work with the various stakeholders together (from a given programme or related sectors at a time, e.g.) from government, UN agencies, NGOs and community representatives as quickly as possible to determine what behavior results should your communication strategy for this programme or sector achieve:

- What are the roles and responsibilities of the different partners?
- How will the plan be funded, implemented, monitored, documented and reported?
- How will the monitoring results be used in the different phases of the implementation?

Step Two

Plan and conduct a rapid communication assessment based on an appropriate combination of tools (information on assessment and analysis provided in the sections above).

Step Three

Determine your audience/s (participant groups) and define SMART behavioral objectives and results. Define the specific desired behavioral objectives or results you would like to achieve from your communication strategy. Define behavioral results so that they are:

- Specific in terms of an issue (a behavior, a skill, knowledge, attitudes), of a specific group and of the geographical location.
- Measurable in such a way that changes in people's behavior can be measured, either quantitatively or qualitatively.
- Achievable in that the behavioral results correlate to a target that can feasibly be attained by the programme partners and that all necessary resources are identified and budgeted.
- Relevant so that the planned behavioral result(s) represent a milestone in the results chain and will contribute to the achievement of commitments for the emergency response.
- Time-bound in that a time frame has been set within which change is expected to happen.

Keep in mind that behavioral results have to contribute to the overall results – increase in civil registration rates.

Step Four

⁶⁹ Behaviour Change Communication in Emergencies. A Toolkit, UNICEF, 2006.

Based on the specific intended behavioral results, determine the details of the communication strategy:

1. Which combination of communication strategies to use: advocacy, behavior change communication, social mobilization?
2. Which groups of people to involve as partners, to mobilize, orient or train?
3. What specific training needs and orientations are required, for which group/s for the plan to be carried out quickly?
4. Which communication activities, main messages and materials? Where can you obtain examples of messages and materials that you can quickly adapt?
5. What mix of communication channels (e.g. mass media, interpersonal communication, community media, etc.)?
6. What is the dissemination plan for the communication messages and materials?
7. What is the timeline for communication activities?
8. What is the monitoring (including indicators and means of verification), evaluation, documentation and reporting plan?
9. What is the total budget?

Step Five

When implementing the strategy, keep the following in mind:

- Pre-test messages and materials with representative groups from different communities;
- Conduct the training early on, which may include training of interpersonal communicators such as animators, peer educators, health workers, teachers and young people;
- Orient and involve journalists in your efforts;
- Mobilize partners and communities to support and implement the plan.

Step Six

Establish a monitoring system. Manage and monitor communication activities as part of the overall programme monitoring effort. Ideally, use community monitoring systems among concerned population groups. Based on the monitoring data, adjust activities and materials accordingly. Programme and service delivery data, such as increase in registration rates of deaths, also serve as monitoring information and should be used to modify communication activities or messages.

Step Seven

Evaluate and re-plan. Based on the desired behavioral results, assess outcomes and if possible any behavioral impact. Disseminate results to partners, including community members. Determine the need for follow-up and for continued support to shape behaviors. In evaluating impact, contributions that can be linked to communication efforts should be an integral part of a programme evaluation rather than a separate evaluation of communication initiatives.

Annex 3. Template of agenda for the workshop on situational analysis and communication for development strategy elaboration on CR/VS/IM

DAY 1				
<i>Time</i>	<i>Session</i>	<i>Training method</i>	<i>Responsible</i>	<i>Necessary documents, tools</i>
8.30 – 9.15	Opening sessions, logistical instructions	Plenary session		
9.15 – 10.00	Participants presentation	Exercise		
10.00 – 11.00	Presentation of the National CR/VS Improvement Programme	Presentation		
11.00 – 11.20	Coffee break			
11.20 – 11.50	Presentation of theoretical approach about communication for development Discussions	Presentation Debates		
11.50 – 12.20	The situation with civil registration in the country	Presentation Discussions		
12.20 – 12.40	Interactive exercise: mapping of civil registration initiatives implemented in the country - the right people in the room should be involved.	Exercise		
12.40 – 13.00	SWOT and causal analysis	Plenary presentation		
13.00 – 14.00	Lunch			
14.00 – 15.00	Group work : G1. Causal analysis G2. SWOT analysis	Exercise		
15.00 – 16.00	Presentation and validation of group work	Discussions Validation		
16.00 – 16.20	Coffee break			
16.20 – 16.50	Presentation on setting goals and objectives Plenary discussions – identification of objectives for the communication for development strategy.	Presentation Plenary discussions		

16.50 – 17.30	Group work: Results and indicators for the communication for development strategy based on SMART principles, sources of verification.	Exercise		
17.30 – 18.15	Presentation of group work, discussions and validation	Plenary discussions		
18.15 – 18.30	Conclusions			
DAY 2				
<i>Time</i>	<i>Session</i>	<i>Training method</i>	<i>Responsible</i>	<i>Necessary documents and tools</i>
9.00 – 9.15	Report Day 1	Presentation		
9.15 – 9.30	Theoretical approach: identification of participants and circle of influence.	Presentation		
9.30 – 10.30	Plenary: Identification of participants groups at micro level (personal, family, community)	Plenary discussions Exercise		
10.30 – 11.30	Group work – participant analysis at micro level (person, family and community) – behaviors, barriers, social norms.	Exercise		
11.30 – 11.50	Coffee break			
11.50 – 13.00	Group work – participant analysis at micro level (person, family and community) – behaviors, barriers, social norms.	Exercise		
13.00 – 14.00	Lunch			
14.00 – 15.00	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
15.00 – 15.10	Theoretical presentation: circle of influence - meso and macro levels.			
15.10 – 16.00	Group work: meso and macro levels – identification of participants and barriers.	Exercise		
16.00 – 16.20	Coffee break			
16.20 – 17.00	Group work: meso and macro levels – identification of participants and barriers.	Exercise		
17.00 – 18.00	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
18.00 – 18.15	Conclusions			

DAY 3				
<i>Time</i>	<i>Session</i>	<i>Training method</i>	<i>Responsible</i>	<i>Necessary documents and tools</i>
9.00 – 9.15	Report Day 2			
9.15 – 9.45	Theoretical presentation: Messages and arguments Discussions	Plenary presentation and discussions		
9.45 – 10.15	Remembering: Objectives, participants and barriers.	Presentation, discussions		
10.15 – 11.30	Group work: on each objective identify participants at micro level, existing behaviors, desired behavior, messages, arguments.	Group work		
11.30 – 11.50	Coffee break			
11.50 – 13.00	Group work: on each objective identify participants at micro level, existing behaviors, desired behavior, messages, arguments.	Group work		
13.00 – 14.00	Lunch			
14.00 – 15.00	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
15.00 – 16.00	Group work: intermediary (meso) and national (macro) levels – messages and arguments for the social change and advocacy	Group work		
16.00 – 16.20	Coffee break			
16.20 – 17.00	Group work: intermediary (meso) and national (macro) levels – messages and arguments for the social change and advocacy	Group work		
17.00 – 18.00	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
18.00 – 18.15	Conclusions			
DAY 4				
<i>Time</i>	<i>Session</i>	<i>Training methos</i>	<i>Responsible</i>	<i>Necessary documents and tools</i>
8.45 – 9.00	Report Day 3			
9.00 – 9.15	Remembering: SWOT analysis	Presentation		

9.15 – 10.00	Plenary discussions : platforms and implementation mechanisms for all levels	Plenary discussion		
10.00 – 10.15	Presentation: different communication for development approaches	Presentation		
10.15 – 11.30	Development of the implementation plan on 3 categories of participants at micro level. Group the activities based on the categories: behavior change, social change, community mobilization media, advocacy.	Group work		
11.30 – 11.50	Coffee break			
11.50 – 13.00	Development of the implementation plan on 3 categories of participants at micro level. Group the activities based on the categories: behavior change, social change, community mobilization media, advocacy.	Group work		
13.00 – 14.00	Lunch			
14.00 – 15.30	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
15.30 – 15.45	Remembering: Participants at meso (intermediary) and macro (national) levels. Instructions for group work.	Presentation		
15.45 – 16.30	Development of the implementation plan on 2 levels (meso and macro). Group the activities based on the categories: Social change, capacity building, advocacy.	Group work		
16.30 – 16.50	Coffee break			
16.50 – 17.30	Development of the implementation plan on 2 levels (meso and macro). Group the activities based on the categories: Social change, capacity building, advocacy.	Group work		
17.30 – 18.30	Plenary presentation of group work, brainstorming, validation	Plenary discussions		
18.30 – 18.45	Conclusions			
DAY 5				

<i>Time</i>	<i>Session</i>	<i>Training method</i>	<i>Responsible</i>	<i>Necessary documents and tools</i>
9.00 – 9.15	Report Day 4			
9.15 – 11.00	Identification of responsible organizations for each intervention in the implementation plan.	Plenary discussion		
11.00 – 11.20	Coffee break			
11.20 – 12.00	Identification of responsible organizations for each intervention in the implementation plan.	Plenary discussion		
12.00 – 12.40	Conclusions, recommendations and next steps.	Plenary discussion		
12.40 – 13.00	Closing remarks	Speech		

Annex 4. Template for identification of main strategy participants (audiences)⁷⁰

Problem identified:

Overall objectives	
Behavioral objectives	
Communication objectives	

1. Main groups of participants

At community level

Primary participants (individuals) = who's behavior we want to change

Secondary participants (interpersonal) = who have influence on primary participants at the level of the family.

Tertiary participants = who have an influence at community level: local leaders, religious leaders, teachers, doctors, opinion leaders, local associations etc.

At intermediary level: Who will be responsible for the implementation of the strategy: authorities, NGOs, media.

At national/regional level: Who are responsible for policy development, assign financial resources and ensure state and international policies.

Community	Individual	
	Secondary	
	Tertiary	
Intermediary		
National/regional		

⁷⁰ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

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Annex 4. Template for behavioral analysis⁷¹

Identify actual knowledge, attitudes and practices

Participants	Primary	Secondary	Tertiary	Intermediary level	National/regional level
What is the knowledge of each participant category in relation to the problem.					
What are their attitudes					
What are their practices					

Desirable changes

Participants	Primary	Secondary	Tertiary	Intermediary level	National/regional level
What is the desired behavior for each participant group.					

Behavior determinants: advantages and barriers.

Participants	Primary	Secondary	Tertiary	Intermediary level	National/regional level
What are the main advantages / interests for this group to adopt the desirable behavior.					
What are the barriers to adopt the desirable behavior.					

⁷¹ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

Annex 5. Template for identification of messages and arguments⁷²

	Primary	Secondary	Tertiary	Intermediary level	National/regional level
Participants					
Desirable behavior					
What would you say to each participant group to recommend this behavior (message).					
What arguments would you offer to these groups to change their behavior or to support others in adopting a new behavior? What would be the advantages?					
Information channels					

⁷² Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

Sources of information					
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Annex 6. Activity planning⁷³

After conducting analysis, setting the objectives, identifying the participants, channels and messages, you should plan your activity. In order to achieve the behavioral results, you will need at least 2 years. Once the strategic design elements (e.g., goal, objectives, approaches, communication channels, and activities) are decided, they should be spelled out in a concise strategic design document that includes an implementation plan.

Template: Activity Planning format to be used in exercises during strategic planning workshops

#	Activity	Channel	Source	Timeline	Responsible
Primary participants					

#	Activity	Channel	Source	Timeline	Responsible
Secondary participants					

#	Activity	Channel	Source	Timeline	Responsible
Tertiary participants					

#	Activity	Channel	Source	Timeline	Responsible
Participants at intermediary level					

#	Activity	Channel	Source	Timeline	Responsible
Participants at national/regional level					

⁷³ Adapted from A Global Communication for Development Strategy Guide for Maternal, Newborn and Child Health and Nutrition Programmes . UNICEF, New York, 2015

Annex 7. Generic pre-testing questions for various prototypes of communication materials⁷⁴

Questions for Radio Spots; Television Spots (Sample Size 10 – 20 People)	Questions for Film; Videos (Sample Size 10 – 20 People)	Posters (Sample Size 10 – 20 People)	Pamphlets/Handbook (Sample Size 10 – 20 People)
Please tell me in your own words what the spot said.	Depending on the nature of the content, ask one or both of these first two questions: (A) What do you think the message of the film/video (etc.) is? (What do you think the film was trying to tell you?) (B) What do you think was the main reason this film/video was made?	First, I would like to show you this (picture, photograph) that may be used in one of our posters. Please tell me what you see in this picture (PROBE: Please tell me what this looks like to you.)	If you are developing a pamphlet, follow some of these procedures: Our organisation is making a pamphlet/handbook for people in your community. We would like your advice on the cover. Here are three designs. (Show the designs). Which one do you like best? A B C - Why do you like that design the best?
Did you feel that the spot was asking you to do something in particular? Yes –No- Don't Know; If yes, what?	- To entertain people? - To inform them about something? - To persuade them to do something?	Now I would like to show you the whole poster. In your own words, what is the message of this poster? (PROBE: What do you think it says?)	We have not decided on a color for the cover. Which colors do you like best? <i>(These can be based on the colors tested in Section Four)</i> A B C
Did the spot say anything you don't believe to be true? Y-N- DK; If yes, what was not true?	In general, do you think it is a good idea that _____ (whatever the topic of the film is) ? What is good or bad about _____	If the people cannot read ask: “Just looking at the picture, what do you think this says?”	This pamphlet/handbook is about _____ but we have not decided on a title yet. These are the three we are considering: A B C Which do you like the best?
Did the spot say anything that might bother or offend people who live in _____? Y – N- DK; If yes, what?	Did the spot say anything that might bother or offend people who live in _____? Y – N- DK; If yes, what?	Do you feel that the poster is asking you to do something in particular? Y –N- DK; If yes, what?	Here are the pictures/drawings we are considering. In your opinion, what is being shown in these drawings?
Do you think this spot is intended for someone like yourself or is it for other people? a. Like myself; b. for others; c (DK) don't know; if “others” why?	Did the spot say anything that might bother or offend people who live in _____? Y – N- DK; If yes, what?	Did the poster say anything you don't believe to be true? Y-N – DK; If yes, what was not true?	If the people (person) do not understand the drawings, say, “Actually, these drawing are trying to show _____. How could we improve these drawing/pictures?
Was there anything you liked very much about the spot? Y – N- DK; If yes, what;	Do you think this film/video, etc. is intended for someone like yourself or is it	Is there anything in this poster that might bother or offend people who	If you are testing a completed pamphlet, use the following series of questions:

⁷⁴ Source: *Communication Guidelines for Measles and Rubella Elimination in the African Region* (2015 Draft), Programme Division, UNICEF New York, as adapted from Jane T. Bertrand. *Communication Pretesting; Media Monograph 6*. Communication Laboratory. The Community and Family Study Center. The University of Chicago.1978; and Guy Scandlen. *Pretesting: A short handbook*. 2008.

Questions for Radio Spots; Television Spots (Sample Size 10 – 20 People)	Questions for Film; Videos (Sample Size 10 – 20 People)	Posters (Sample Size 10 – 20 People)	Pamphlets/Handbook (Sample Size 10 – 20 People)
	for other people? a. Like myself; b. for others; c (DK) don't know; if "others" why?	live in _____? Y – N - DK; If yes, what?	I would like to show you an unfinished copy of a pamphlet we are producing for people in your community. As you will see it contains come pictures and some phrases underlined in red. Please read the passages underlined in red. Take your time and we'll talk about them when you have finished.
Was there anything you didn't like? Y – N – DK; If yes, what?	Was there anything you liked very much about the film? Y – N DK; If yes, what;	(If there are people in the pictures) Do the people you in this poster remind you of your friends or are these people different from your friends? - Like her/his friends - Different from her/his friends - DK If different: in what way are they different	I'll review all the phrases underlined in red and ask you to tell me <i>in your own words</i> what the idea is: (Go over each sentence)
In comparison with other spots on the radio these days, how would you rate this spot: - Excellent - Good - Fair - Poor - Don't Know (DK)	Was there anything you didn't like? Y – N - DK; If yes, what?	Is here anything in particular you like very much about this poster? Y – N – DK; If yes, what;	What do you think the entire pamphlet is saying or asking people to do? Do you find anything in the pamphlet that you think is NOT true? Y – N – DK If yes, what _____ Is there anything in the pamphlet that might bother or offend people who live in _____? Y – N - DK ; If yes, what?
What do you feel could be done to make this a better spot?	In general, do you think this film should be shown to other groups around here like yourselves, or would it be better to find other films instead?	Is here anything you don't like? Y – N – DK; If yes, what?	Do thee people you see in the pictures/drawings remind you of your friends or the others in tis community? - Like people here - Different from people here - DK - If "different" in what way are they different?
		What do you feel could be done to make this a better poster?	Is there any thing you particularly liked? Y – N – DK If yes, what?

Questions for Radio Spots; Television Spots (Sample Size 10 – 20 People)	Questions for Film; Videos (Sample Size 10 – 20 People)	Posters (Sample Size 10 – 20 People)	Pamphlets/Handbook (Sample Size 10 – 20 People)
			Is there any thing you particularly didn't like? Y – N – DK If yes, what?

Annex 8. Minimum human resources required for strategy development and implementation

1. Registrar general of civil registration (or equivalent).
2. Head of Agency in charge of Vital Statistics (if civil registration and vital statistics are not combined).
3. Head, Communication for Development Office
4. Assistant Director
5. Research and Planning Officer
6. Secretary
7. Since extensive travel may be required, it may be necessary to have one person designated to look after travel; depending on the circumstances, a driver may also be required.
8. Officials working in the Inter-Agency Committee
9. Communication for Development Sub-Committee
10. Responsible for training
11. Responsible for media relations
12. It may be advisable to have a Project Director to oversee the Overall Registration Improvement Programme, which would include implementation of other components, such as: legal framework, administrative/organizational improvements, and automation of the registration systems.
13. Other personnel may be seconded from other departments/ agencies, as required. It is presumed that their salaries would continue to be drawn from the department of their regular employment.

The human resources listed above are a guideline only and may be adjusted in accordance with the size and complexity of the country undertaking a communication for development programme within the overall CR/VS improvement programme; please note that the human resources requirements for the latter are not covered in the present Handbook because they are not within its scope.

Annex 9. Job descriptions of personnel in Communication for Development Office

The following is a brief description of the types of qualifications and experience that will be required:

Head of Office: This position requires a top-level person, with expertise in a wide variety of fields, such as communication in general, including its educational components, with considerable experience in some other government office, as well as a high level of organizational skills, with knowledge and experience in research and writing briefing papers to government officials and some speech writing. The person must have an understanding of how the Government works and the ability to communicate effectively with such groups as the medical profession, lawyers and government officials, and should be able to draft long-term plans for monitoring and evaluating the programme, and have knowledge of communication for development, social and behavior change, social norms. Desirable training and experience would include a university degree in communication, social psychology, public administration or a related discipline, with considerable experience in communication and education. Good judgement and ability to act independently would be required.

Assistant Head of Office: This position requires a person with experience and expertise in actually working with the media of the country, knowledge of what media is most effective in each region and with which specific target groups, and the ability to write press releases, radio/tv spots, broadcast texts, speeches etc. This person would serve as Assistant to the Head of the Office and would help in drawing up and implementing the first wide-scale communication for development strategy. Desirable training and experience would include a university degree in communication, journalism or a related discipline, and considerable experience in communications, advertising, public relations or any equivalent combination of training and experience. Some experience in government communications would be an asset. The Assistant Head of Office should have experience in administration and a high degree of "people skills" in communicating with other government departments and officials at the regional/local levels. This person would be responsible for the actual bookings in a commercial media campaign, and for coordinating and placing print media advertisements, broadcast spots etc. in the media, and would have to draw up detailed budgets and approve invoices for payment to commercial media. Also, the Assistant Head of Office would arrange for talk-show participation and public affairs programmes. The Assistant Head of Office would also be involved in communication for development interventions at the regional and lower administrative levels by providing suitable material, establishing guidelines, and, with the Head of Office and the administrator of regional government services, determining the most effective methods of communicating the message both regionally and locally, especially to less privileged target groups within the population (e.g., illiterate persons, those who live in rural areas with poor communication and/or where there may be cultural or traditional barriers to registration).

Research and Planning Officer: The person in this position would perform responsible professional work in the research and evaluation of a broad range of complex subjects and would be responsible for analyzing the results and recommending courses of long-term actions to senior government officials. Duties would include the preparation of comprehensive reports and recommendations and would require participating in meetings with a wide range of government officials and representatives of professions and occupations, as well as preparing submissions to

the Cabinet. Those duties should be performed with a high degree of specialization, independent action and judgement. Desirable training and experience would include a university degree in public administration, the social sciences or a related discipline, considerable experience in government planning and development, or any equivalent combination of training and experience.

Secretarial/administrative support: The person in this position, in addition to providing secretarial support services would assist in administrative work. Duties would include typing and production of correspondence, reports, briefing/information papers to other departments, texts of training handbooks for officials, complex recommendations and campaign material, such as texts for radio/television spots, public service announcements, news releases, speeches etc. Experience in word processing and computer skills would be essential.

After government approval of the programme is obtained and a high-level Advisory Committee is appointed, it will probably be necessary, to expand the staff of the Communication for Development Office by adding persons with writing/research capability to develop appropriate material, such as actual lessons for use in schools at various levels, material for trainings, information sessions with specific groups, and drafts for speeches, as well as material for pamphlets, print advertisements, broadcast spots, press releases etc. and a general news relations programme.

In addition, action at an early stage should be taken to obtain the services of an artist to work on the requirements for graphic material; beginning with distinctive logo to identify the programme, as well as commissioning a piece of music that will be used consistently. Such services would be required on a relatively short-term basis and would best be obtained through contracts.

Travel

The Communication for Development Office staff may be required to travel extensively throughout the country to learn at first-hand the conditions of each area and the deterrents to registration, and to meet with local official before formulating an overall strategy. Therefore, in this case provision for transportation may be included.

Annex 10. Cost categories for the communication for development strategy budget

Budgetary provisions should be made for the following components of the communication for development programme:

1. Personal services:

- Project Director;
- Director of Communication for Development Office;
- Assistant Director of Communication for Development Office;
- Research and Planning Officer;
- Secretary;
- Others, including members of sub-committee

2. Operating expenses:

- Office space;
- Office furniture;
- Office equipment, including computers and word processors/printers;
- Stationery/supplies;
- Telephones/electricity.

3. Research and planning, including surveys.

4. Travel, including tour of country.

5. Meetings and training sessions of Communication for Development Office staff, Inter-Agency Committee and Communication for Development Sub-Committee with:

- Medical society/practitioners;
- Registration officials/groups/stakeholders;
- Registration staff at the local level;
- General public;
- Education officials;
- Legal profession;
- Others.

6. Design of all materials, including paid mass media advertisements, unpaid non-commercial media, brochures, signs, banners etc. (an advertising agency may be involved in this work; if so, include estimated fees for services, materials and commercial advertising time and space).

7. Pre-testing of above material.

8. Production of required material.

9. Expenditures for mass media and general education and communication activities.

10. Monitoring and evaluation on impact/effectiveness of programme.

The components of the first stage of the overall CR/VS systems registration improvement programme may take an estimated two years; the initial budget should cover estimated expenditures for that period. A budget for an additional three-year period to cover operation of the Communication for Development Office and the Communication for Development Sub-Committee, as well as ongoing mass media campaigns and general communication programmes should also be prepared. If necessary, prepare budgets for an additional five-year period.

Annex 11. Communication for development costed implementation plan by activity, implementer and estimated costs. Template.

Implementation modality	S.I. No.	Activity	Task	Implementer	Timeline				Channels	Tools/ support materials	Budget details, amounts in USD	Cost estimate in USD	Expected Output
					2019	2020	2021	2022					
A.COMMUNICATION FOR DEVELOPMENT IMPLEMENTATION MODALITIES													
1. Planning, management and coordination													
		1. Subtotal: Planning, management and coordination										0	
2. Advocacy and partnerships													
		2. Subtotal: Advocacy and partnership										0	
3. Capacity Strengthening													
		3. Subtotal: Capacity strengthening										0	

4. Individual communication														
		4. Subtotal: Individual communication											0	
5. Community and group engagement														
		5. Subtotal: Community and group engagement											0	
6. Mass media and social media														
		6. Subtotal: Mass media and social media											0	
7. Social mobilisation of partners and allies														
		7. Subtotal: Social mobilisation											0	
8. Monitoring for Results														
		8. Subtotal: Monitoring for results											0	
SUB-TOTAL FOR A: STRATEGY IMPLEMENTATION MODALITIES													0	

B. TECHNICAL SUPPORT/ OPERATIONS MANAGEMENT													
		Type of expenditure	Description										
9. Consultants/ contractors for technical support													
10. Contractors for production and distributions													
11. Administrative costs													
SUB-TOTAL FOR B: TECHNICAL SUPPORT/OPERATIONS MANAGEMENT												0	
C. COMMUNICATION MATERIALS/MEDIA PRODUCTS DEVELOPMENT, PRETESTING AND PRODUCTION													
12. Communication materials / creative materials													
SUB-TOTAL FOR C: COMMUNICATION MATERIALS												0	

GRAND TOTAL								0	
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Annex 12. National successful practices in Kenya

Knowledge, Attitude, and Practices (KAP) survey

In spite of many efforts put in place by government to improve civil registration, a large proportion of Kenya's population remains undocumented. The second meeting of African Ministers responsible for civil registration held in Durban, South Africa between 3-5 September 2013 called on African Countries to conduct a comprehensive assessment of respective national Civil Registration of Vital Statistics (CRVS) system and adopt action plans with a view to strengthening the system. However, in order to develop an in-depth understanding of the dynamics at community level, a knowledge, attitudes and practices survey is necessary. Knowledge, Attitude, and Practices (KAP) study aimed at generating qualitative information on civil registration at community level that will enable CRS address some bottlenecks identified through specific interventions. The survey also aimed at generating baseline information and data to enable stakeholders develop an effective and efficient strategies to fast track the improvement and use of civil registration and vital statistics (CRVSS) in Kenya.

The need for an efficient civil registration system in a country is a fundamental. For example, the registration of a newly born child is a right that ensures governments make adequate plans for them. It is the first acknowledgement of the child's existence and legal standing. Unregistered children are exposed to a number of risks, including the risk of being trafficked, being recruited into armed groups, and being forced into hazardous forms of labour and underage marriage. On the one hand, effective civil registration presupposes that governments are able to make evidence-based planning for health care provision, make appropriate budgetary provisions for education as well as other national development agenda on the basis of registered children. With other organizations, UNICEF has launched efforts to support establishment of effective and efficient civil registration systems. UNICEF, a leading child rights UN agency, places high priority on the registration of births for all children to facilitate a universal registration and certification of children. In order for these activities to lead to maximum benefits, timely and efficient birth registration systems are critical.

It is important that every vital event be registered. This is expressly recognized in various International Conventions and Charters, which provide that every child has a right to an identity and nationality. Among these Conventions are: (i) Convention on the Rights of the Child 1989, (ii) Convention on the Reduction of Statelessness 1961, (iii) International Covenant on Civil and Political Rights 1966, and (iv) Convention on the Elimination of All Forms of Discrimination against Women 1979. The Constitution of Kenya 2010 espouses specific rights to its citizens which can only be fully realized with proper documentation of every citizen, including the new born and those who have died.

Recent joint reviews of Kenya's challenges in civil registration by various Government partners have shown that the registration systems are weak with various disincentives. In particular, the following have been identified as key among the disincentives reported by parent/guardians and/or registration agents: social barriers such as cultural, religious and community values; inadequate human and financial resources; lack of monitoring of registration agents; in some regions insecurity acts as a barrier; lack of incentives to register; geographical distances between registration points.

In order to address the identified weaknesses, UNICEF supported the Civil Registration Service to plan and implement a baseline knowledge, attitudes and practices survey on registration and certification of children in Homabay, Turkana and Kilifi Counties.

In particular, the baseline surveys sought to determine:

- (i) Awareness level of the registration agents and parents on the importance of civil registration as well as their attitudes and practices; and
- (ii) Effectiveness of the current registration system to ensure timely delivery of the registration data to enable generation of vital statistics for planning purposes.

A review of bottlenecks facing the registration process including challenges faced by young parents/guardians in acquiring birth certificates for their children (especially when they do not have national identity cards and children without known parents); challenges faced by mothers without spouses or who choose not to reveal the children's fathers for personal reasons, inadequate infrastructure, legal environment as well as distance were also to be explored.

The goal of the KAP survey is to generate information required to:

- 1) Explore possibilities of facilitating parents to apply for birth and death certificates at the point of delivery as opposed to the current practice where only birth notifications can be obtained at the point of delivery;
- 2) Strengthen opportunities for integrating birth and death registration with other sectors (such as health, education and child protection);
- 3) Strengthen the use of evidence-based research by the CRD to support advocacy for extra resource allocations towards birth and death registration activities; and
- 4) Contribute to strengthening the legal and policy framework as well as modelling innovative approaches in selected regions as part of the evidence generation on 'what works well'.
- 5) To generate data to contribute to the development of innovative ways through the existing IT systems in the country to strengthen civil registration and use these as benchmarks for the CRD to improve their automated systems;

The survey establishment

1. *Knowledge* regarding registration of births in in the three counties is high (75% reported that a child born in Kenya should be registered). In spite of this knowledge, most people do not register the births of their children. This is due to the fact that most children are born at home. The survey has shown that there is still a gap between the level of birth notification and birth certification. More children have had their births notified but fewer have gone further to process their birth certificates.
On the other hand, the survey found out that knowledge regarding death registration is low compared to registration of births, fewer people reported that they actually obtain a burial permit before a burial. The main reasons given for not notifying or following the registration through to certification is lack of knowledge and the high proportion of children who are born at home compared to those born in health care facilities. Distance coupled with a generally poor road network was also identified as a factor influencing birth and death notification and certification.
2. *Attitudes*: There are various attitudinal factors which hinder registration of births in these counties. These are mainly related to knowledge regarding birth and death registration and distance. Close to half of those interviewed indicated distance as a factor in Turkana. In Homabay, children born to single women (especially adolescents) are faced with the

problem of identity. Because this problem of 'lack of identity' mothers find it difficult to notify the birth of their children. There are also cultural factors such as nomadic way of life which require constant movement with their animals in search of pasture and water. This keeps them away from registering their children. Religious beliefs also influence the registration of births. These same reasons were alluded to as factors which impact on death notification and certification. In relation to death, there is a widely held perception that registration of death isn't important as it cannot reverse what has already happened. Some people argued that registration of death people goes against social norms.

3. The community *practices* in these counties bring out vividly how structural forces influence registration of births and deaths. Distance is a key factor that influences community practices. This together with low knowledge regarding registration of births and deaths and a nomadic way of life conspire to reduce registration at the community level. Interventions should therefore focus on how to address these structural barriers so as to improve practice.

Recommendations

The survey made the following recommendations

1. The Civil Registration Department should seek ways to integrate registration services to enable users access to information regarding registration of births and deaths as well as to make inquiries regarding the status of their application. This will save time and money on the part of those seeking registration services.
2. The clergy should be included in efforts to improve birth and death notification and certification. In Homa Bay for instance some religious sects were identified as groups that do not actively encourage their followers to register the birth of a child. Engaging with the clergy as channels of information flow from CRD to the community should contribute to improved birth and death registration and certification.
3. The use of barazas for passing information to the community is a great way to reach many people. This study, however, has shown that most community members do not attend barazas while those who attend indicated that information on registration of births and deaths is not given. This notwithstanding the registration agent is still a great source of information for the communities. The role of registration agents should therefore be supported by providing them with adequate information to facilitate meaningful dialogue regarding civil registration at the community level.
4. Use of mobile registration centers will help support birth and death registration efforts. In Homa Bay, this has helped boost birth registration as services are brought nearer the users. In particular the Assistant Chiefs should support those who are not able to travel to registration centers by offering to deliver application forms and bring birth certificates when they are ready. This could be done during their monthly returns and therefore should not bring about extra costs on the part of the registration agents. This has the benefit of reducing the cost and saving time on the part of those who would like to have their documents processed.
5. Awareness regarding registration of births and deaths could be enhanced further through intensive awareness campaigns to sensitize the community on registration in general, but also particularly, a greater emphasis on registration and certification of deaths. People should be educated on how to go about the importance of registration of deaths and where

to go for it. Similarly, focus emphasis should be placed in educating people about the benefits of a death certificate for everyone.

6. This study has shown that a majority of residents in Turkana County do not notify or register the birth of children or the death of individuals within their households. Data shows that in spite of low notification and certification levels, individuals think that others are notifying and registering the birth of children as well as the death of individuals. This gives a perfect opportunity upon which social norms may be changed within the community in order to improve utilization of civil registration services. This study therefore makes a case for employing a strategy that focuses on aligning their perceptions regarding what they believe others in the community are doing. By doing this and driving individuals to conform to what they believe others are doing, notification and certification of births and deaths will be improved.
7. Due to the large distances that people have to travel in order to get birth and death certificates, certification is generally low. Working with civil registration agents, the Civil Registrar should consider ways of taking services close to the community by making regular trips to the lowest levels to register people and provide birth and death certificates.

Communication for behavioral Impact (COMBI)

Introduction

A continuing global dilemma for health and social development professionals is finding effective ways to encourage adoption/ maintenance of behaviours which enhance people's lives, the critical challenge being that of achieving behavioural impact. COMBI is a methodology for influencing and/or reinforcing a decision/behaviour/social norm, and/or mobilizing various sectors of society to take action on a common issue and creating a sense of shared responsibility. It is based on the private sector approach of Integrated Marketing Communication (IMC) and offers a dynamic approach to achieving behavioral results in a social development, and not just results in terms of increased awareness and knowledge. Its methodology effectively integrates public sensitization and education, information-education-communication (IEC), community mobilization, consumer communication techniques and market research, all directed sharply and smartly to specific, precise behavioural outcomes.

Rationale for COMBI

Conventional "Information-Education-Communication" (IEC) and advocacy programmes have been able to increase awareness and knowledge but have not been as successful at achieving behavioral results. This was witnessed in the sense that immediately after community sensitization, training of registration agents and official launch of community based vital registration, registration figures from the targeted area rise steadily after which it gradually fall within a short period.

The performance after training could not be sustained mainly because of two major reasons: Firstly, new mothers (Not sensitized) are continuously entering the child bearing age while those already trained leaving the child bearing cohort, secondly, high turnover of Registration agents (Due to natural attrition, transfers or otherwise) leading to entry of new staff (Not aware of importance of vital registration) into the system.

It is worth noting that vital registration behaviours are critically dependent on service and product availability. However, although registration agents are distributed up to the lowest administration level (Sub Location) and in all health facilities, most of the members of the community were not utilizing them. It was therefore learnt that in vital registration the ultimate goal is behavioural impact: someone doing something.

The behavioural result aimed for in vital registration programmes will be achieved only with effective public and personal communication that overcomes the barriers which deter acceptance of the recommended behaviour.

Implementation strategy

The programme was targeting Kwale and Kilifi counties. The following strategy was applied:

1. **Training:** Officers drawn from civil registration head office and sub county registrars from Kwale, Kinango, Kilifi and Malindi together with those from supporting partner (Plan International) were taken through a one week training programme from 18th to 23rd April, 2016 in Jacarada Hotel Diani-Kwale County. The title of the programme was "*Strategic communication planning: communication for behavioral impact (COMBI) in health and social development with special focus on birth registration*" The training was conducted by the COMBI Institute of Indiana University School of Liberal Arts Global Health Communication Centre (GHCC) Indianapolis, Indiana(USA). The objective of the training

was to enable participants develop skills in applying the 10-step COMBI approach to designing a strategic communication plan for behavioral impact in birth registration programmes and to consequently complete a partial draft birth registration COMBI plan for actual implementation in Kenya.

2. **The overall goal:** To provide legal identity to children and avail vital statistics through comprehensive registration and certification of births in Kwale and Kilifi counties by increasing the proportion of mothers or fathers who report the birth of their newborn children between the period of 0-6 months after birth.
3. **The behavioural objective/s:** To have 65% of mothers giving birth in Kilifi and Kwale counties registered within 6 months
4. **Situational market analysis:** This was carried out in Kwale County. It involved visiting households/ families holding interviews and discussions in order to learn about their perceptions and grasp of the offered behaviour(s) through tools such as TOMA (Top of the Mind Analysis), and DILO (Day in the Life Of). Their sense of the costs (time, effort, money) in relation to their perception of value of the behaviour to their lives was explored through a Cost vs Value calculation. It also involved visiting a sample of health facilities among them Diani health center and Lunga Lunga sub county hospital to examine where and from whom people seek information and advice on vital registration issues and why they use these information sources.

Communication action areas

The five integrated communication action areas were used

1. **Public Relations/Advocacy/ Administrative Mobilization:** this involved registrars from Kwale, Kinango and Kilifi each holding two talk shows and discussion programmes in *Radio Maisha* a national radio station and *Radio Kaya* a vernacular radio station targeting coastal communities for a period of three months beginning 25th January 2018. Held Meetings and discussions with heads of government departments, leaders from national government administrative officers from Kwale and Kilifi counties as well as in charges of health institutions in the county.
2. **Community Mobilization** during the launch processed birth certificates were issued to the owners by the director civil registration and governor Kwale county, cultural songs and dances promoting vital registration agenda were performed as well as road shows in market places where posters, leaflets and pamphlets were distributed.
3. **Sustained Appropriate Advertising**, continuous advertisements on vital registration were carried out in Radio Kaya.
4. **Personal Selling/Interpersonal Communication/Counseling**, posters were displayed at health facilities and assistant chiefs' offices as well as at the county and sub county civil registrars.
5. **Point-of-Service Promotion**, road shows informing the community where and when to register were held in market places.

Mother and Child Health (MCH) registration strategy

Over the years the Department of civil registration has been conducting awareness campaigns to raise the registration coverage but it has not been possible to cover the whole country due to inadequate funding. In 2013, the CRS with the support of partners through the Technical Working Group developed a Strategic Plan 2013-2017. The CRS Strategic Plan 2013-2017 has a goal of 100 percent registration of births and deaths by the year 2017. Among the strategies proposed under the first objective of registration of all births, is the implementation of the **MCH** strategy to accelerate registration of births. Leveraging civil registration on the MCH platform, which has 90% coverage for the first BCG, will accelerate registration of births in the country.

The launching of the MCH strategy allows for registration of births of all unregistered children born at home and presented for immunization. An MOU has been entered into with the Ministry of Health and a circular from the Director Medical services has been send out to all County Directors of Health through the CECs to implement this strategy. However, the health personnel require training workshops on how to implement the strategy. The department with the support of partners (WHO, UNFPA, CDC, MEASURE Evaluation, PLAN) has been able to implement the MCH strategy in the following 17 counties by conducting workshop training for all registration agents; Homabay, Nakuru, Bungoma, Kilifi, Migori, Kwale, Kirinyaga, Siaya , Nairobi, Isiolo, Lamu, Marsabit , Wajir, Kitui, Uasin Gishu, Turkana and Nyamira. In addition the department through the support of WORLD bank has been able to conduct sensitization workshops to CHMTs in the following counties; West Pokot, Trans nzoia, Nandi, Elgeyo Marakwet, Kakamega, Tana River, Taita Taveta, Mombasa, Machakos, Kajiado , Makueni, Embu, Kiambu, Nyandarua, Tharaka, Meru Muranga, Nyeri, Mandera and Garissa.

Implementation of this strategy have seen rise in registration coverage in the counties where it was launched leading increased coverage nationally from 58.4% in 2013 to 73.4% in 2018.

Below is performance of some selected counties before and after the launch of MCH strategy. In 2016 and 2017, there was a downward trend in birth coverage. This is attributed to inadequate supply of registration materials due to delays in printing in 2016 and industrial action by health workers in 2017.

	County	Year launched	Coverage							
			2011	2012	2013	2014	2015	2016	2017	2018
1.	Kenya		54.8	55.3	58.4	67.8	65.9	64.1	60.9	73.4
2.	Migori	2012	43.7	31.8	39.3	65.6	59.1	69.8	68.3	104.6
3.	Homabay	2014	27.5	29.7	35.3	61.3	74.4	66.2	53.4	66.5
4.	Siaya	2014	32.2	40.4	59.1	74.7	64.6	62.6	59.9	104.8
5.	Kilifi	2012	46.4	51.9	55.9	75.1	73.3	63.7	53.9	73.0
6.	Kwale	2014	39.1	37.3	42.4	68.4	56.1	56.0	46.5	68.2
7.	Isiolo	2016	37.6	39.3	50.6	76.6	75.2	84.4	80.2	106.6

8.	Wajir	2016	18.4	19.4	17.5	18.8	18.4	22.2	19.0	35.5
9.	Marsabit	2016	33.0	36.8	38.9	64.9	77.0	84.0	52.8	70.9
10.	Nakuru	2015	49.1	47.9	46.4	69.4	74.4	75.5	69.9	78.7