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Handbook on Civil Registration, Vital Statistics and Identity Management Systems

Communication
for Development



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Handbook on Civil Registration, Vital Statistics and Identity Management Systems Communication for Development



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Department of Economic and Social Affairs

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Preface

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 *Handbook on Civil Registration and Vital Statistics Systems: Developing Information, Education and Communication*, issued in 1998.

The revision reflects a restructuring in the contents that is conceptually consistent with the *Principles and Recommendations for a Vital Statistics System, Revision 3*, 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 behaviour and social norms in concerned societies in order to increase the levels of civil registration of main life events.

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.

The present *Handbook* is designed for use with the other handbooks of the series on Civil Registration and Vital Statistic Systems, which deal with various 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.*

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.

Definitions

In the context of the present *Handbook*, the difference between communication for development and a simple demand-creation strategy should be explained from the very beginning

Demand creation

– comes from marketing, and refers to creating demand for something which either does not exist, or it is not known if it exists, and testing is required to find out. Demand creation is a unilateral action coming from a 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.

Communication for development

– combines social psychology and marketing principles, producing behaviour and social 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 behaviours in a certain group and aims to produce change of these behaviours at individual and social levels.

The Introduction describes the background of the establishment of the United Nations Legal Identity Expert Group, and most importantly, the definition of legal identity. It 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 (behaviour 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 behaviour and social change interventions aiming to increase the civil registration of vital events rates at community, regional and national level in target countries.

Chapter I provides guidance on the organizational aspects of a communication for development (behaviour 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 (behaviour 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.

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

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

Chapter IV covers the management of strategy development, implementation, monitoring and evaluation, resource mobilization, time frame and necessary resources,

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

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

Chapter VI contains specific recommendations to strengthen the national civil registration and vital statistics systems.

The present *Handbook* was prepared with the cooperation and support of the Centre of Excellence for Civil Registration and Vital Statistics Systems, hosted by the International Development Research Centre in Ottawa, Canada. The Centre provided resources for drafting and reviewing the *Handbook*.

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Why communication for development 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, 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 that 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 in which 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 (behaviour and social change) interventions to support a target country’s overall improvement programme of civil registration, vital statistics and identity management systems.

A well-informed population is only one element of the timely and accurate registration of vital and civil status events as they occur. Communication for development (behaviour and social change) goes beyond information and awareness raising and addresses the determinants of non-registration by the general public. Those have very limited links to lack of information, but are depending on existing social norms, lack of trust, negative attitudes, and 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 revised *Handbook* balances the use of awareness-raising interventions with behaviour and social change approaches, ensuring the change in behaviours of individuals and communities. Communication for development begins with advocacy interventions at the 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 com-

mitments to provide or raise financial resources for successful reforms to the current systems.

The *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, vital statistics and identity management 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 and 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, vital statistics and identity management 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, and it will also be capacitated and empowered to produce change at the level of their families, neighbourhoods 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 *Handbook*. 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) Policymaking 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 civil registration, vital statistics and identity management (local government, health, education, police, religious structures, etc.);
- (c) Civil registration officers at the central and provincial government levels;
- (d) Management officers at the central and provincial government levels.

The *Handbook* outlines the elements of an effective communication for development (behaviour and social change) programme in support of the civil registration, vital statistics and identity management 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 and vital statistics. 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 civil registration, vital statistics and identity management 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 behaviour and social change interventions.

An important element in a communication for development programme is the assurance of genuine commitment on the part of the Government to maintain the confidentiality of civil registration, vital statistics and identity management 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, Rev. 3*, a country's civil registration system must be compulsory in order to assure its smooth operation and effectiveness.¹ 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 and identity management 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, parent's 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 civil registration, vital statistics and identity management 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 labour/employment requirements. Advocacy efforts both at local and national levels can be informed only with credible statistics.

¹ *Principles and Recommendations for a Vital Statistics System, Rev. 3*, 2014. Available at <https://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf>.

A significant benefit to a country that undertakes a long-term programme of improvements to its civil registration, vital statistics and identity management 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

² *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1, 2021.*

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 civil registration, vital statistics and identity management systems, the Government may save a substantial amount of public money.

Information on the benefits of effective civil registration, vital statistics and identity management systems outlined in detail in the present manual can constitute a valuable element of the communication for development programme, and much of that 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. That 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 organizations, 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 representation 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

A. Background

1. As outlined in the *Principles and Recommendations for Vital Statistics, Rev. 3*, 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, Rev. 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 civil registration, vital statistics and identity management 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 1953.⁵ The first revision was issued in 1973;⁶ and the second revision was issued in 2001.⁷ 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 civil registration, vital statistics and identity management 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.

³ See <https://unstats.un.org/unsd/demographic/stand-meth/principles/M19Rev3en.pdf>.

⁴ *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1*, 2021.

⁵ *Principles and Recommendations for a Vital Statistics System* (United Nations publication, Sales No. 1953.XVII.8).

⁶ *Principles and Recommendations for a Vital Statistics System, Rev. 1* (United Nations publication, Sales No. E.73.XVII.9).

⁷ *Principles and recommendations for a Vital Statistics System, Rev. 2* (United Nations publication, Sales No. E.01.XVII.10).

5. The present *Handbook on Civil Registration and Vital Statistics Systems: Communication for Development* replaces the 1998 *Handbook on Civil Registration and Vital Statistics Systems: 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 civil registration, vital statistics and identity management 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 (behaviour 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, vital statistics and identity management systems, and a feasibility study to initiate an overall civil registration, vital statistics and identity management 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 civil registration and vital statistics 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 civil registration, vital statistics and identity management processes should understand that legal identity of a person is established by the birth registration and retired by the death registration.

B. United Nations strategy for legal identity for all

1. 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

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

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

⁹ *Principles and Recommendations for a Vital Statistics System*, Rev. 3, 2014, para. 286.

¹⁰ *Ibid.*, para. 279.

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. Data generated from civil registration and population registers support the measurement of over 60 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 (e.g., 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.

United Nations Legal Identity Agenda: a “One UN” approach

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

Key objectives:

- to increase visibility of the efforts of the United Nations around Goal 16.9 as a gamechanger in accelerating progress by Member States to achieve the Sustainable Development Goals;
- to raise awareness of the cross-cutting the potential negative impacts of not having a legal identity (starting from birth) across the Goals.

Communications and advocacy focus areas by United Nations 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 socioeconomic 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

(continued)

- 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 United Nations aims to generate awareness and support for the Legal Identity Agenda among the development community, as well as call for commitments to join the United Nations in its efforts in supporting Member States to achieve that benchmark goal through the Multi-Partner Trust Fund.

The future Multi-Partner Trust Fund will:

- Facilitate a cohesive approach across the United Nations system 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 United Nations system to pool resources and maximize investments.

Those 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 the 17 Sustainable Development Goals, 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 Goal 16.9.

Communications and advocacy materials

The coordinated development of communications and advocacy materials in support of the Legal Identity Agenda 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
- 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 PowerPoint presentation and digital toolkit have been developed for the United Nations Legal Identity Expert Group member agencies to use as a basis when creating presentations or drafting social media/key messages regarding the Legal Identity Agenda.

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 in September 2018, co-chaired by the Department of Economic and Social Affairs, United Nations Development Programme (UNDP) and United Nations Children's Fund (UNICEF).

The essential purpose of the Legal Identity Expert Group is to ensure homogeneous, harmonized and coordinated approach of all United Nations agencies and programmes, as well as the World Bank Group, 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 an operational definition of legal identity. Thus, it focuses on ensuring that the United Nations system and the World Bank Group 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.

Functions of the Legal Identity Expert Group under the purview of the Strategic Results Group on Sustainable Development Goal Implementation (which is part of the United Nations Sustainable Development Group) are centred around four pillars: (a) a coordinated 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 for country-level implementation.

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

2. Definitions

16. For the purpose of the operational United Nations definition, **legal identity** is defined as the basic characteristics of an individual's identity, for example, 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. That 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

¹¹ Ibid., para. 279.

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 as 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 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 of legal identity to each individual by a government authorized entity and the maintenance of systems for managing information and documents associated with such an 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

3. Implementation – general

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 those 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 intergovernmental body such as the Office of the United Nations High Commissioner for Refugees (UNHCR), until such time as the legal identity of the individual is reaffirmed by either the country of origin or the country of refuge.¹⁴

26. Protection of personal data and the rights of the individual to basic privacy and consent on 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 are processed and accessed by public and private bodies and for what purpose.

¹² *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1, 2021.*

¹³ *Principles and Recommendations for a Vital Statistics System, Rev. 3, 2014, para. 1.*

¹⁴ UNHCR 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, arts. 25, 27 and 28; the Guiding Principles on Internal Displacement, Principle 20; and the New York Declaration for Refugees and Migrants, Comprehensive Refugee Response Framework, paras. 5 (d) and (f).

4. Implementation – specific

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. That requires ensuring that the network of civil registrars covers 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 that respect, population registers are a kind of 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 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 (PIN) to each individual upon birth, 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 previously, population registers are operated by the Government for administrative purposes. That approach results in systematic procedures whereby 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, it 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 verify 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. That may be affected, however, by the extent to which hospitals comply with the requirement to forward notifications to the registrar. It 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. That 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.

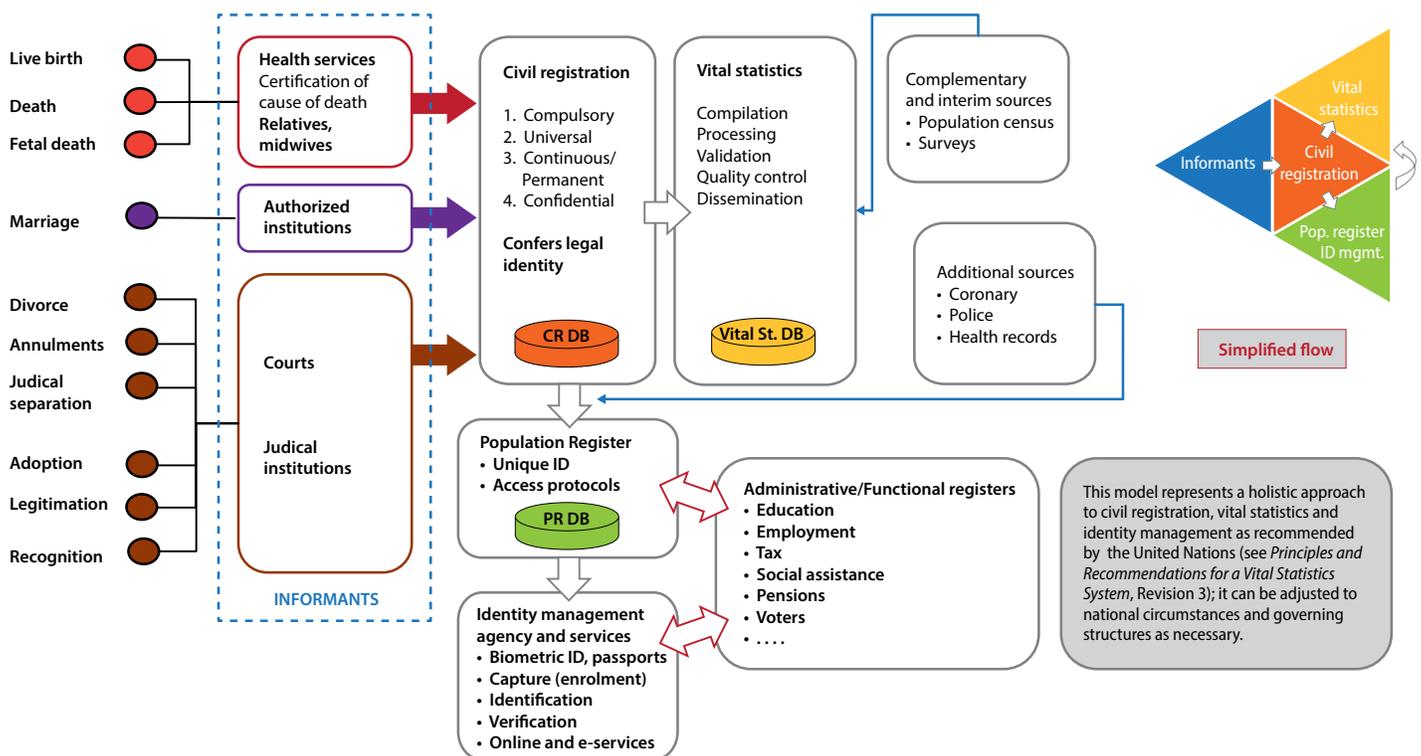
34. Moving on from there, the identity management agency will, in due course, add layers of additional and relevant information, as prescribed by law, including photographs, fingerprints and other biometric elements. The issuance of identity cards or other identity credentials, which, in turn, will give 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. Such 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 birth – and every death – in the country, while at the same time issuing identity documents to those who never had one. That in particular affects late birth registrations that need to be tabulated separately from the current births. 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, is 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 needs 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. Figure 1 presents a model currently being introduced and implemented in a number of countries that are developing holistic approaches to the 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 the 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.

Figure 1
Model of a civil registration, vital statistics and identity management system



38. This holistic model ensures the establishment of 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.

C. Purpose of the *Handbook* and overview of the contents

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

40. The *Handbook* has been restructured to be consistent with the *Principles and Recommendations for a Vital Statistics System, Rev. 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, Rev. 1*, put a strong focus on the coordination and communication between civil registration, vital statistics and identity management systems, the *Principles and Recommendations* contain 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 present *Handbook* builds on the those recommendations and applies the behaviour and social change tools (communication for development) for effective programming. The *Handbook* contains new, research-based approaches in the field; incorporates good practices and lessons learned in order to support target countries in achieving high rates of civil registration of vital events.

42. Chapter I provides guidance on the organizational aspects of a communication for development (behaviour 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 (behaviour 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.

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

¹⁵ *Principles and Recommendations for a Vital Statistics System, Rev. 3*, 2014, para. 641.

44. Chapter III approaches the main determinants of a certain undesirable behaviour, 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, time frame and necessary resources, assignment of 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 (behaviour and social change) programme.

47. Chapter VI contains specific recommendations to strengthen the national civil registration, vital statistics and identity management systems.

48. The annexes outline in detail many of the components of the communication for development programme and some country best practices or examples of applied tools.

D. Theoretical framework

1. Communication for development

49. In 1996, the United Nations adopted the following 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 behaviour and social change.¹⁸ 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 programmes 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.

52. Communication for development strategies that promote behaviour and social change are particularly relevant and, in many cases, are essential to development programmes as they seek the achievement of the Sustainable Development Goals 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

¹⁶ See General Assembly resolution 51/172, para. 6.

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

¹⁸ *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

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.

¹⁹ UNICEF Communication for Development Position Paper. Available at www.unicef.org/cbsc/files/C4D-Position-Paper.doc.

53. Sustained behaviour and social change is effective only when combined with changes in the broader socioeconomic environment within which families and communities live.¹⁹ That 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. Such 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 behaviours 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 behaviour and social change, the United Nations 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. From that perspective, participants are no longer perceived as passive recipients of information (i.e., audience, target group) but as relevant actors of a communication process aimed at realizing their rights. The full range of means of communication, from mass media to interpersonal communication, traditional to new technologies; printed to digital and so on, are considered, combined and used as they fit the specific purpose of an intervention while respecting such principles. Applying those 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 and the capacity reinforcement of the various participants in order to fulfil 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, behaviour and social change communication, and a mix of interventions focused particularly at the community and household level, to facilitate the process of behaviour 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 the best decisions in the interest of their and their community well-being.

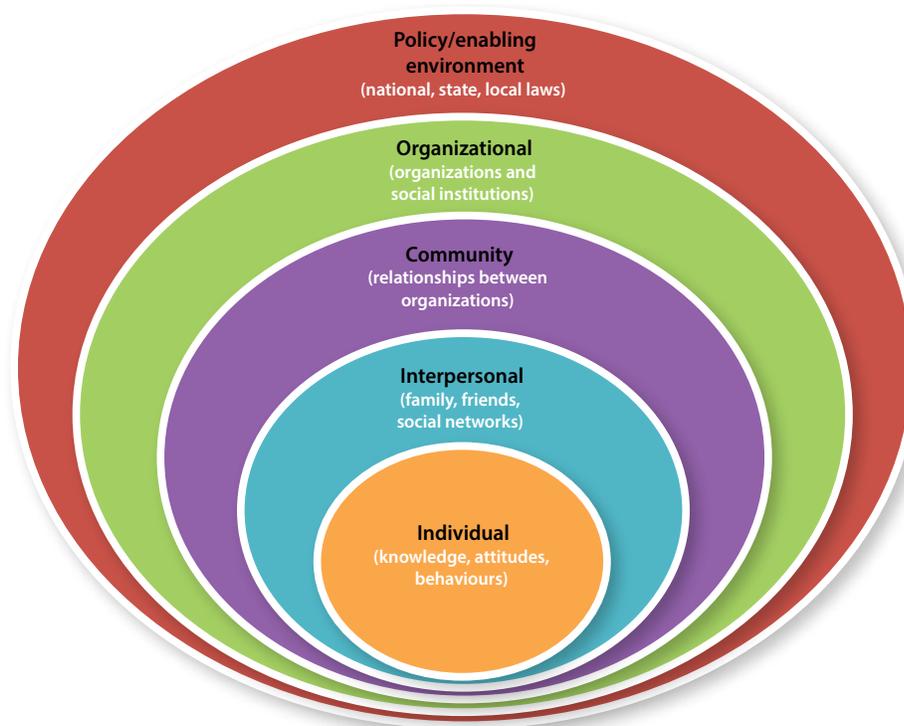
2. Social-ecological model

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 model²⁰ is a theory-based framework for understanding the levels of influence on an individual behaviour. That model shows clearly that changes at individual and social levels may happen only when all five hierarchical levels are involved and contribute to these changes. Figure 2 shows the five levels of the social-ecological model: individual, interpersonal, community, organizational and policy/enabling environment.

²⁰ *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Figure 2
Social-ecological model



60. The individual level of the model refers to the characteristics of an individual that influence behaviour, including knowledge, attitudes, behaviour, 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 behaviours, 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 (e.g., online communities), the present *Handbook* refers mainly to a community within the geographical boundaries of a primary reg-

istration 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 the 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.

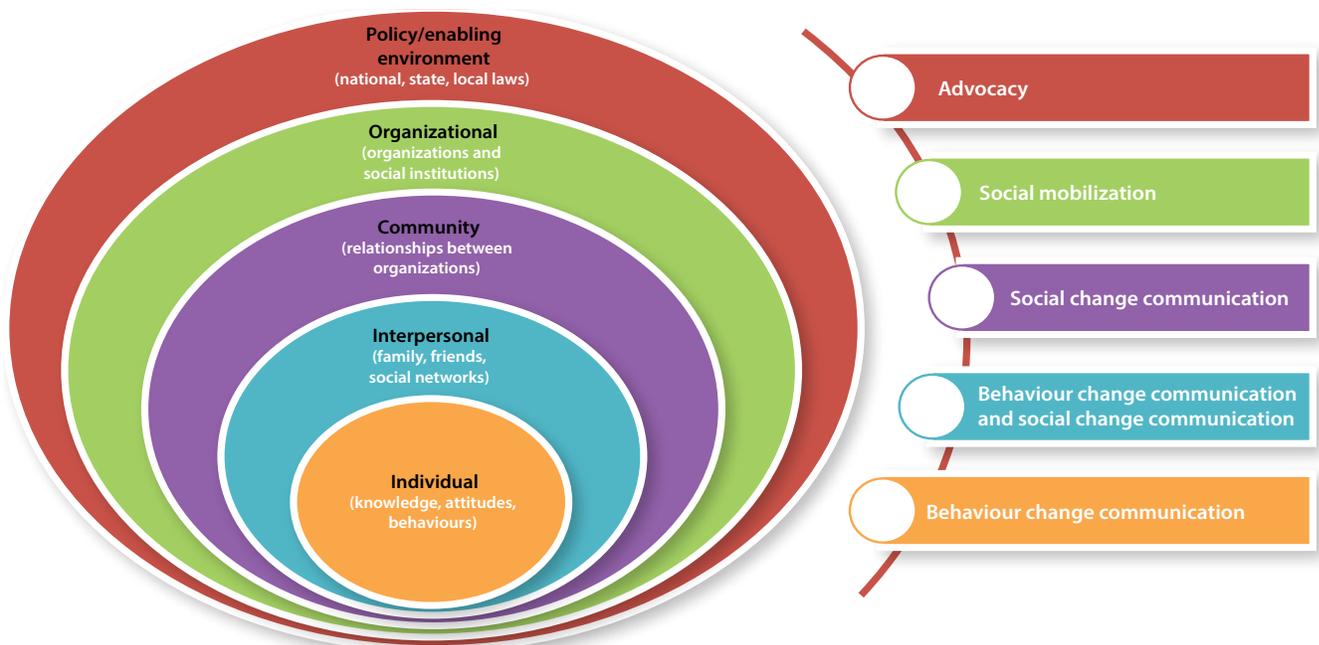
64. The policy/enabling environment level covers local, state, national and global laws and policies, including policies regarding the allocation of resources for civil registration, vital statistics and identity management systems and access to civil registration services, restrictive policies (e.g., high fees or taxes), or lack of policies that link registration to the access to certain services.

65. The social-ecological model 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. Figure 3 shows the link between communication for development approaches and the social-ecological model.

Figure 3

Communication for development approaches and the social-ecological model



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

- (a) Increased knowledge about the benefits of civil registration, vital statistics and identity management systems and the obligations associated with them;
- (b) Increased recognition of the importance of civil registration, vital statistics and identity management for the satisfaction of human rights and for governance and improved attitudes towards civil registration;
- (c) Increased demand and utilization of civil registration services;
- (d) Increased support to civil registration by family, friends, peers, religious networks and so on;
- (e) Shifts towards supportive customs, traditions and social norms, including the culture-sensitive design of services and procedures;
- (f) Increased community engagement in dialogue, planning and action for the improvement of civil registration;
- (g) Enhanced engagement, mobilization and coordination of stakeholders' coalition to develop and implement communication strategies for improving civil registration;
- (h) Enhanced capacities at different levels for planning, budgeting, implementing, monitoring and evaluating a demand-creation programme in support of civil registration, vital statistics and identity management systems, including the attitudes, interpersonal skills and commitment of front-line workers in promoting civil registration;
- (i) Civil registration, vital statistics and identity management policies, plans, services, responsive to community demands, with particular attention to the vulnerable and hard to reach groups.

68. A number of behaviour and social change theoretical models are used by communication for development professionals. They include:

- Health belief model;
- Stages of change (transtheoretical) model;
- Theory of planned behaviour for the individual level;
- Social cognitive theory;
- Social theories;
- 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;
- Social support models for the community level;
- Theories of organizational change; community organizing and development;
- Social movement norms for the organizational level; agenda-setting theory for the policy level.²¹

While such theories and models are not described in the present *Handbook*, they constitute the ground for the guidance and approaches contained in it. People in a technical role involved in formative research, communication analysis and civil registration,

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

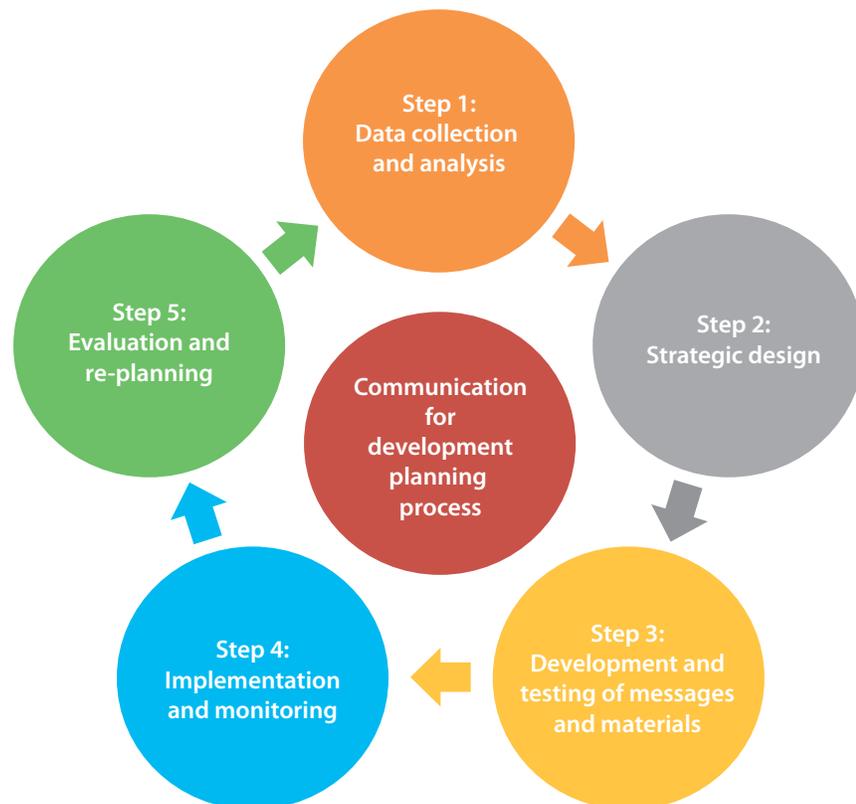
vital statistics and identity management communication for development programming should be familiar with theories and/or rely on external expert assistance for selective and appropriate application of theory. As a minimum, the transtheoretical model and the diffusion of innovation theory should be considered when developing a communication for development strategy. The use of theoretical models will be explained further in the *Handbook*.

3. Steps for developing and implementing a strategic communication programme

69. There are certain basic components to consider when developing a communication for development programme. Figure 4 summarizes the five steps that comprise the majority of strategic planning models.²²

²² See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Figure 4
Steps in most strategic planning models



70. In addition to the 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 civil registration, vital statistics and identity management systems because of the different systems concerned, including not only those systems, but also a wide array of users and contributors. It is paramount for the communica-

tion for development programme to maximize the existing assets and build on the integration with various existing programmes like health education, child protection or human rights education. For that 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.

E. Benefits of high-quality civil registration, vital statistics and identity management 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; they also provide information about 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. An 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 (e.g., christenings, weddings, funerals) are conditional on the presentation of an official civil registration certificate (e.g., birth, death).

80. Centralization of registration services may also include issuance of citizenship, immigration and emigration documents and visas, which could 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 and so on. In the same time, death registration allows governments to better plan pension funds, to adjust the list of voters and so on.

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 (e.g., smallpox, malaria, yellow fever and plague) have been eradicated, the appearance of one of those 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 that 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 centres 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 significant causes of death among young adults in some countries. However, the assessment of the gravity of the situation would be pure speculation unless data 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. 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 deaths.
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 (e.g., 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 mothers and children. 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. That 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 that case may trigger changes in the legal provisions and measure the impact of various demographic programmes (e.g., increase in 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. Those data are 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 lineage 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 (WHO) has recommended that the infant mortality rate, life expectancy at birth, the crude death rate and the proportionate mortality rate at age 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 that purpose death registration must be done immediately, say within 24 hours of its occurrence, 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.

²³ See “Uses of civil registration records and vital statistics in population policymaking and evaluation”, paper presented by the Statistics Division, Economic and Social Commission for Asia and the Pacific (ESCAP), at an East and South Asian Workshop on Accelerating the Improvement of Civil Registration and Vital Statistics Systems, held in Beijing in 1993.

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 report.²³ 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 socioeconomic 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.

106. To monitor the achievement of that worthwhile goal, accurate information from comprehensive, effective civil registration, vital statistics and identity management 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 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 1974.²⁴

²⁴ See www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/E_CONF.60_19_Plan.pdf.

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 two international treaties, 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 the Elimination of All Forms of Racial Discrimination,²⁵ and the Convention on the Elimination of All Forms of Discrimination against Women.²⁶

111. In 1976, the International Covenant on Economic, Social and Cultural Rights and the International Covenant 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 that sense, for women and individuals belonging to minorities, quality civil registration, vital statistics and identity management systems are paramount in both identifying and solving inequities in accessing services and participating in civic rights. Maintaining a quality civil registration, vital statistics and identity management system can have disproportionately positive benefits for women and girls.²⁷ 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 International 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 health care. There, non-registration 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 were 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,

²⁵ See www.ohchr.org/EN/ProfessionalInterest/Pages/CERD.aspx.

²⁶ See www.un.org/womenwatch/daw/cedaw/.

²⁷ See www.data2x.org/partnerships/crvs/.

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, as well as and the right 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 the Sustainable Development Goals, which seek “to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind”. The 2030 Agenda, delineated by General Assembly resolution 70/1 (2015) “Transforming Our World: The 2030 Agenda for Sustainable Development”, contains 19 goals and 169 targets. The final list of indicators proposed by the Inter-Agency and Expert Group on Sustainable Development Goal Indicators included 230 indicators, 67 of which can be measured effectively by using data derived from well-functioning civil registration, vital statistics and identity management systems. Some targets and indicators are directly related to civil registration, vital statistics and identity management, 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 by 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 and identity management systems, see the *Handbook of Vital Statistics and Methods, vol. I, Legal, Organizational and Technical Aspects*, 1991, paragraphs 80–112.

²⁸ Samuel Mills and others, Civil Registration and Vital Statistics (CRVS) for Monitoring the Sustainable Development Goals (SDGs). Paper prepared for the eLearning course on Civil Registration and Vital Statistics Systems, 2017.

²⁹ See 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

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 also a measure of creativity and original thinking. See the following steps:

- (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 behavioural 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 behavioural and social change objectives, results and indicators for the various participant groups in the different levels of the social-ecological model;
- (i) Developing a comprehensive strategic approach for behaviour and social change, with due regard to the most deprived and marginalized;
- (j) Identifying of best interventions;
- (k) Developing key messages, supporting information, communication materials and dissemination plan;
- (l) Developing 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.

A. Organization and management of the communication for development concept note

Role in civil registration, vital statistics and identity management systems

126. The development of an effective communication for development programme is essential for successful improvements to a country's civil registration, vital statistics and identity management 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 in hiring communication experts and developing 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 at overcoming the barriers impeding proper life events registration, engaging and empowering populations; communities; civil registration; vital statistics and identity management authorities; civil society; and 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 civil registration, vital statistics and identity management systems, which are dealt with in the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1* and the *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management*.

129. However, 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 a 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 behaviour and social change results based on an analysis informed by evidence; developing monitoring and

evaluation frameworks, mechanisms and tools that can actually track behavioural 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 civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management 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, civil registration, vital statistics and identity management systems may opt for adapting the registration procedures to the existing norm. The civil registration, vital statistics and identity management systems may have more limited capacities to implement interventions oriented at behaviour and social change. However, when a communication for development strategy is developed at country level and people involved in civil registration, vital statistics and identity management are fully engaged in the implementation of that 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. In that regard, the *Principles and Recommendations* 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, Rev. 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. It presents vital statistics and civil registration as separate entities, with the ultimate goal being to establish, maintain and exploit those 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 registration.³⁰

134. The organization of the communication for development programme needs to respond to the existing civil registration, vital statistics and identity management 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

³⁰ *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1, 2021.*

systems in terms of data collection, but could contribute for communication purposes. The establishment of a coordination mechanism between all actors inside and outside civil registration, vital statistics and identity management 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 the central level and going down to operational plans at the 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 (e.g., department of registrar general, department of civil registration). 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, Rev. 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 statistics.³¹ In that 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. The office will be responsible for the nation-wide communication for development strategy and will ensure the involvement of decentralized Communication for Development focal points.

³¹ Ibid.

137. The possible organizational arrangements for a communication for development programme will depend on the country civil registration, vital statistics and identity management 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 or the Ministry of Justice or the Office of the Prime Minister and so on, whereas the vital statistics system is the responsibility of the national statistical office. However, existing units within the larger government agency could take the lead in establishing a communication for development programme for civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management 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 *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 civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management 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 *Handbook* are based on the assumption that there is a communication for development office at the 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 analyse quantitative and qualitative data, organize meetings with partners to assess progress and take corrective action when needed. The office will be in charge of documenting and disseminating 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 announces 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 communicating with and educating 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 also a measure of creativity and original thinking, because those phases include:

- (a) Identification of problem areas, behaviour and social 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 behaviour 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 behaviour 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.

B. 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 civil registration, vital statistics and identity management systems, including the national statistical office and the identity management agency. It could also be supplemented by consultants, if resources permit. The proposed positions are the following:

- Head of the office (Director)
- Assistant to the Head (Assistant Director)
- Research and planning officer
- 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. Various 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 is launched and operating for a short period of time (e.g., one and a half years), then return to his/her previous 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, once the office is established, and step in as Director when the person who was initially seconded to the office returns to his/her regular position.

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 or 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 in a high-level position in the Government to head the communication for development office during 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 may have a lower degree of expertise in professional and technical aspects of development of the programme, and who 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 temporary Director who developed the overall plans before being appointed as Director on a permanent or long-term basis.

158. For countries that wish to use the organigramme for the office, annex VI provides brief job descriptions of the types of qualifications and experience that would be required of personnel in the communication for development office.

159. In principle, the communication for development office is the only institution within the civil registration, vital statistics and identity management system responsible for the communication for development programme.

160. When discussing the designation of responsibilities and organization of civil registration at the local level, the *Principles and Recommendations* include the responsibility to inform the public of the necessity, procedures and requirements of registration, and the value of vital statistics.³² The local registrar's functions should also 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 civil registration, vital statistics and identity management 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 committees.³³ Such committees are part of the strategies included in the *Principles and Recommendations*. 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 civil registration, vital statistics and identity management 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.

³² *Principles and Recommendations for a Vital Statistics System, Rev. 3, 2014.*

³³ *Ibid.*

162. Coordination and establishment of communication for development inter-agency committees are further discussed in the following section and in Chapter III of the present *Handbook*.

C. Inter-agency committee and communication for development subcommittee

163. The success of behaviour and social change for civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management systems is an important factor for smooth and efficient operation,³⁴ as reflected in the *Principles and Recommendations*. They recommend the establishment of both civil registration, vital statistics, identity management and 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, vital statistics and identity management systems.

³⁴ Ibid.

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

166. The *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 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 beginning.³⁵

³⁵ *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1, 2021.*

167. Following formal approval by the Government of the proposed civil registration, vital statistics and identity management programme, the Government will officially appoint the inter-agency committee to oversee the planning and implementation of the programmes related to civil registration, vital statistics and identity management.

168. It is recommended that persons with the status of Deputy Minister (or equivalent) be appointed to the inter-agency committee. Where necessary, the Deputy Minister 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 up to date 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 police.³⁶ The committee will include also other government officials with the relevant expertise/experience, as well as demographers, statisticians, epidemiologists among others. The inter-agency committee would be headed by a senior administrator with experience in long-term governmental 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.

³⁶ Ibid.

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

171. Strong coordination is a precondition 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 behaviour and social change, advocacy, social mobilization, community engagement, media relations and resource mobilization. That includes entities that may not necessarily be part of civil registration, vital statistics and identity management systems. Individual members should predominantly possess technical knowledge and management skills in the communication programming process, and experience in applying those competencies in relevant sectors, like health, education, social protection and so on. The multiplication of coordination structures should be avoided, and one mechanism could serve 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 subcommittee that operates on a permanent and continuous basis. It will be a subcommittee 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 subcommittee 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 civil registration, vital statistics and identity management 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 (e.g., health education, social protection, human rights education and the empowerment of women). To identify the relevant entities, the communication for development office should map the 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 civil registration, vital statistics and identity management systems. The subcommittee 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 on a regular or an ad hoc basis, or acting as resource persons.

174. In general, the participation of entities (governmental or other) not directly involved in civil registration, vital statistics and identity management systems may require advocacy efforts, and it may not be possible in the initial phases. For that reason, there should be flexibility for further involving additional members at later stages.

175. A tentative list of members of the communication for development subcommittee 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) Representatives of civil society organizations;
- (l) Representatives of religious communities;
- (m) Representatives of media;
- (n) United Nations agencies that may eventually support civil registration, vital statistics and identity management system improvement programmes;
- (o) Representative/s of the general population and/or deprived and under-served 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 persons who have experience in education/awareness-raising, who can explain new programmes and motivate 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 health care, nutrition, family planning and so on 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 those described above do not have to be full members of the subcommittee, 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 subcommittee.

179. After the communication for development subcommittee 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 civil registration, vital statistics and identity management improvement plan;
- (c) Contribution to and approval of the national communication for development programme;
- (d) Approach 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 civil registration, vital statistics and identity management is one of the strategies included in *Principles and Recommendations*. They should be based on factual knowledge of the current situation of the civil registration, vital statistics and identity management systems, including evidence on the behaviour and social determinants that affect 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 civil registration, vital statistics and identity management systems improvement workplan, for which an inter-agency coordination committee has been established

181. During the assessment, analysis and planning phase the communication for development subcommittee 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 subcommittee should participate in meetings and processes pertaining the overall civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management systems. The communication for development subcommittee 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 civil registration, vital statistics and identity management systems need to be reflected in communication interventions. Moreover, one of the functions of the communication for development programme is to obtain 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 those circumstances.

D. Setting priorities and identifying the goals and objectives of the communication for development programme

1. Identification problem areas and setting priorities

183. An efficient communication for development programme cannot be designed unless an in-depth study that assesses the adequacy of the civil registration, vital statistics and identity management systems is available. If the country has not already done a study on the current status of the systems and a socioanthropological study of the determinants of timely registration, then one should be undertaken to provide precise information for the national civil registration, vital statistics and identity management 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 should be available in Arabic, Chinese, English, French, Russian and Spanish upon request. The inter-agency committee will analyse study results concerning the current systems, including their weaknesses and shortcomings.

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

- (a) An efficient civil registration 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 (see table 1).

³⁷ See UNICEF, *Enhanced Programming and Results Through Monitoring Results for Equity Systems (MoRES)*, Briefing Note, 2013.

Table 1
Determinants by category

Category	Determinant
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 personnel, poor coordination among the agencies participating in registration and vital statistics and so on.
- (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 and so on.
- (c) Perceptions and social norms, lack of knowledge, fear, beliefs, traditional practices and so on. 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 and so on.

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 subcommittee will work under the direction of the inter-agency committee that oversees the country's civil registration, vital statistics and identity management improvement programme. It will work in close coordination and collaboration, and the communication for development subcommittee should take the lead in data collection and analysis of behaviour and social determinants of registration and in formulating the priorities that are specific to communication for development. The communication for development subcommittee 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 analysed to be able to make corrections, if needed. For example, current registration may cover only an estimated 50 per cent of births, 30 per cent of deaths and so on; the quality of information may be very low; records may contain 40 per cent 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, those variations should be also researched. Geographical areas where 90 per cent of civil registration

coverage has been achieved should not be a primary concern. Afterwards, applicable communication for development interventions for each bottleneck will be identified

189. It is also very important to conduct a socioanthropological study at the country level to be able to segment the target populations and to identify the social and behaviour 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 civil registration, vital statistics and identity management 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 behaviour 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 underregistration 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, vital statistics and identity management 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/childcare 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, vital statistics and identity management 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 or 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 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? 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 persons 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 subcommittee should then identify the most appropriate strategies to correct the problems. That can be achieved by each member of the committee with the support of the template included in the annexes to the present *Handbook*. It is advisable to do it during a workshop facilitated by an experienced committee member, since that will ensure a more compact and internally coherent document. At that point, the suggested strategies need not be too specific but rather 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 subcommittee. 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 civil registration, vital statistics and identity management improvement plan, or as an integrated and coordinated work with the inter-agency committee.

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

198. The following 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 behavioural objectives that describe more specifically what the outcomes of the programme will be.

200. Those objectives must be SMART, that is:

- (a) **Specific** in terms of an issue (a behaviour, a skill, knowledge, attitudes), of a specific group and of the geographical location;
- (b) **Measurable** in such a way that changes in people's behaviour can be measured, either quantitatively or qualitatively;
- (c) **Achievable** in that the behavioural results correlate to a target that can feasibly be attained;
- (d) **Relevant** so that the planned behavioural result(s) represent a milestone in the results chain;
- (e) **Time-bound** in that a time frame has been set within which change is expected to happen.

201. Various types of objectives could be considered, for example:

- (a) Institutional capacity-building objectives (e.g., to improve skills for implementing a programme or specific component of a programme such as evaluation);
- (b) Communication objectives (e.g., to change knowledge, attitudes, skills, behaviours, and social norms);
- (c) Advocacy objectives (e.g., to change policies).

202. Each objective will require a series of activities (e.g., training, conducting mobile theatre events, media campaign), and 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.

203. The following questions will help to develop behaviour objectives/results:

- (a) Whose behaviour needs to change to achieve the desired social outcome (mothers; fathers; neighbours; volunteers; health workers; religious leaders; teachers; politicians)?
- (b) What are the current behaviours? 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 behaviour? How can you best influence and support that behaviour? What are the barriers to change?
- (d) What factors (social, cultural, economic, environmental, psychological, and physiological, and so on)? Who, what, where are the most influential channels that can motivate changing or maintaining the behaviour?
- (e) What skills and resources are needed for the affected groups to practice the desired behaviours?

204. 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, vital statistics and identity management 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 per cent, 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, vital statistics and identity management 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.

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

- (a) For births, to achieve 90 per cent of registration coverage within two years of initiation of the communication for development strategy;
- (b) For fetal deaths, to achieve 85 per cent of coverage within three years;
- (c) For deaths, to achieve 90 per cent of registration coverage within three years;
- (d) For marriages, to achieve 85 per cent of coverage within three years;
- (e) For divorces, to achieve 90 per cent 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 per cent 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 12 months of the closure of the year;
- (h) In three years from the launch 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, vital statistics and identity management systems;
- (l) Within four years, standardize the registration forms' and certificates' layout.
- (m) Within four years, develop and implement standards for legal identity credentials.

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

E. Major activities of coordination and management bodies

1. Formulation of the preliminary national communication for development concept

207. 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 subcommittee. 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.

208. 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.

209. Identification of the communication objectives and indicators for the communication for development programme will occur after extensive behavioural analysis, identification of participant groups and of the most effective communication implementation plan will be developed. That 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.

210. 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.

2. Ensuring government ownership and commitment of sufficient resources to implement the programme

211. The communication for development subcommittee, 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 Govern-

ment might be used also to leverage funds or start discussions with the development partners.

212. The first document to be presented to the Government should emphasize the following obvious points:

- (a) The overall project – the improvement of civil registration, vital statistics and identity management 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, vital statistics and identity management systems truly effective.
- (c) At the national level, it is important that the Government gives whole-hearted approval to the programme, assumes ownership and promotes it 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 section D, Theoretical framework, in the Introduction of the *Handbook*), which will be used to engage individuals, communities, institutions, politicians and particular influential groups, such as legal societies and their members, the judiciary, health care professionals, educators, religious groups and so on. 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 and so on by political, administrative and religious leaders at regional and other levels). 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 and so on 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), so references to the media campaign in the documents presented to the Government at that time would have to be general in nature. The programme will normally include mass media campaigns,

however there may be particular situations in which 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.

213. The documentation should also outline the contribution to the programme required from the various involved departments/agencies in civil registration, vital statistics and identity management 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.

214. 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 health care 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 a newborn and government services. Apart from 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.

215. The presentation will include a covering/overview document with highlights of the civil registration, vital statistics and identity management system improvement proposal, featuring (in brief):

- (a) Need for programme to improve civil registration, vital statistics and identity management systems;
- (b) Benefits of improved civil registration, vital statistics and identity management systems;
- (c) Description of deficiencies of present systems, with special focus on those affecting demand for civil registration services, including behaviour 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.

216. 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 workplan for the overall, continuous improvement project.

217. 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, for example 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 allo-

cation 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 health care 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.

218. 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, and 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. See chapter IV for details on potential costs to be considered.

219. 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 subcommittee 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.

220. 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.

221. 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.

222. 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.

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

224. 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 subcommittee and use tentative estimates for the rest of the overall campaign. The estimates should answer the following questions:

- (a) How much should an effective programme 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?

225. 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; peers; 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 civil registration, vital statistics and identity management contents and cross-cutting interpersonal and community engagement skills.

226. 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 and so on. The cost of a population census campaign in the country, if recently implemented, can also be considered. For that end, it is important to assess if the activities in such budgets are in consonance with the strategic direction of the civil registration, vital statistics and identity management communication for development programme.

227. 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 the communication for development subcommittee, and planning for the necessary training materials and meetings.

228. 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 subcommittee. That budget should cover an extended period (e.g., 3 to 10 years) with a budget figure determined for the initial and for each of the subsequent years.

229. 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.

230. 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, vital statistics and identity management systems. The chief spokesperson will be the head of the communication for development subcommittee, 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 subcommittee 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.

231. 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, vital statistics and identity management 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.

232. Advocating for the programme with influential ministers and officials before the formal presentation meeting is crucial. It should be emphasized that a civil registration, vital statistics and identity management 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.

233. 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.

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

234. Once the preliminary communication for development plan has been approved by the Government and sufficient resources have been allocated, the communication for development subcommittee 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 civil registration, vital statistics and identity management systems.

235. In order to perform this task, the communication for development subcommittee 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 subcommittee will decide on the research scope and methods to be applied, as well as the utilization of external consultants or research institutions.

236. Communication analysis includes the identification of groups that will participate in the programme (i.e., target groups in traditional communication jargon), of determinants affecting demand for registration, of most effective means of communication, and of communication capacities within civil registration, vital statistics and identity management systems. The social-ecological model should inform the communication analysis.

237. Specific communication objectives will be derived from the communication analysis. Expected results should reflect actual change in different behaviour and social dimensions at the different levels of the social-ecological model, and indicators should be selected or developed to track such changes.

238. The strategic approaches will be developed considering how the combination of behaviour change communication, social change communication and community participation, social mobilization, advocacy, capacity-building and so on can better contribute to the achievement of results.

239. 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.

240. The communication for development subcommittee will complete the programme framework by developing the communication messages and materials, and plans for implementation, dissemination of materials, training, monitoring and evaluation.

241. 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 that end, participatory processes can be applied for analysing 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 subcommittee, for which strong facilitation skills are required.

242. Depending on the time and resources available before the Government's approval of the preliminary plan, some of those 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.

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

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

³⁸ See *Guidelines on the Legislative Framework for Civil Registration, Vital Statistics and Identity Management*, (forthcoming).

³⁹ See *Handbook on Civil Registration and Vital Statistics Systems: Management, Operations and Maintenance, Rev. 1, 2021*.

245. The present *Handbook* also assumes that there is a registrar general's office to administer the system. In instances in which 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.

246. In any civil registration, vital statistics and identity management 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.

247. 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.

248. Study of the computerization of the civil registration, vital statistics and identity management systems should also be undertaken before finalization of the legal framework, in case legislative approval is required for the electronic automated collection and storage of registration data.⁴⁰ 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.

⁴⁰ Ibid., chap. VII.

249. 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 civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management, recognize needs for improvement when they exist, and appeal to the engagement of each party involved for achieving high-quality civil registration, vital statistics and identity management services.

250. The national committee of the overall civil registration, vital statistics and identity management systems improvement programme may seek the assistance of potential donor agencies, international, bilateral or non-governmental organizations (NGOs) to cooperate with the Government in a behaviour and social change effort to upgrade the current registration systems.

251. Coordination with ongoing United Nations Population Fund (UNFPA) activities, United Nations Children's Fund (UNICEF), NGOs and others would benefit the improvement and the 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 a national civil registration, vital statistics and identity management 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 produce 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

Overview

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

1. Collect and analyse 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. Decide on a full or partial outsourcing of the research based on the capacities of the communication for development office and the communication for development subcommittee.
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 (e.g., focus group discussion guide, survey questionnaire);
 - (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. Analyse data from all sources.
11. Write a report that summarizes the key findings and points to evidence for implementing a specific programme 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 social-ecological model.

A. Introduction

252. 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 behavioural, social and environmental factors that determine the extent to which civil registration services are utilized and demanded. For that to be achieved, the communication for development office and the communication for development subcommittee will use data or evidence from a situation analysis, also called formative research.

253. Data collection and analysis should be guided by the social-ecological model (see section D, Theoretical framework, in the Introduction of this *Handbook*), therefore including contextual issues and the complex interaction of factors at its various levels (i.e., individual, interpersonal, community, organizational and policy or enabling environment).

254. 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 the 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 behaviours with regard to civil registration, vital statistics and identity management systems.

255. For conducting a situation analysis, a desk review of existing secondary data from available surveys, studies and current databases will be conducted. At that point, any assumptions on factors affecting demand for civil registration, vital statistics and identity management 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 the present chapter.

256. 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 deep 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.

257. While the present 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 that are taken for a complete analysis to inform the initial programme, the more accurate the strategy, plan and 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 civil registration, vital statistics and identity management 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 the present chapter should be considered in data collection and

analysis that will take place before 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 the following sections).

258. The situation analysis should take into account particularities of the various vital events, especially those prioritized by the overall civil registration, vital statistics and identity management improvement programme. While some factors may be common for all vital events in a given context (e.g., discriminatory attitudes of local registration officers towards a particular population group), many others will be specific to and exclusive of a concrete event (e.g., taboos related to death). An analysis should clearly identify which factors affect all vital events, and which are specific to particular events.

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

260. The situation analysis is a rigorous research exercise that should be regularly reviewed according to the evaluations' timeline planned in the overall civil registration, vital statistics and identity management improvement programme, or whenever monitoring data reflect significant changes in the situation.

B. The planning process

261. Developing a communication for development strategy is not a complicated nor long process. If the participatory approach and the coordination mechanism described in chapter I is respected, the planning process will be a smooth one. Section D, Theoretical framework, in the Introduction of the present *Handbook* provides information on the planning process, including the necessary steps to follow.⁴¹

262. 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 the decision-making process, offers them a sense of ownership and helps communities be pro-active.

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

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

- (a) Planning formative research: Strengths, Weaknesses, Opportunities, and Threats (SWOT), behavioural analysis, communication assessment, analysis of determinants. Information on assessment and analysis will be provided in the following sections. The research will be conducted by the communication for development office, described in chapter I of the present *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 of minimum three days, the workshop will present the results of the formative research

⁴¹ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*. UNICEF, 2015.

and the recommendations. A template agenda for the planning workshop is provided in the annexes.

- (c) During the planning workshop the following main questions will be answered: What are the expected behavioural results? What are the strategic approaches and main interventions? Who 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?

265. Step Two deals with strategy design. Based on expected behavioural results and the results of the planning workshop, the planned interventions will be fine-tuned. The main questions to ask to ensure an effective implementation plan:

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

266. 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.

267. Step Four refers to the implementation and monitoring of the activity plan. During the implementation the capacity-building is essential, especially for inter-personal communicators, such as animators, peer educators, health workers, teachers, registrars, local formal and informal leaders, religious leaders and so on. 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.

268. Step Five deals with evaluation and re-planning. Based on expected behavioural results, the outcomes and the impact will be assessed, and the results will be discussed with the main stakeholders and the members of the communication for development subcommittee 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.

C. Formative research

1. Steps to be taken in planning the formative research

269. The following steps can be taken to make a formative research plan.⁴²

⁴² Ibid.

Steps for a formative research plan

The key for developing a comprehensive communication for development programme is formative research, analysis of determinants of underregistration and identification of programme participants. The following steps should be taken:

1. Collect and analyse 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. Decide on a full or partial outsourcing of the research based on the capacities of the communication for development office and the communication for development subcommittee.
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 (e.g., focus group discussion guide, survey questionnaire);
 - (e) Pre-test the instruments.
8. Develop a research implementation plan (e.g., 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. Analyse data from all sources.
11. Write a report that summarizes the key findings and points to evidence for implementing a specific programme or set of activities.
12. Share the findings with stakeholders and with communities and groups from which data was collected.

2. Methods for data collection

270. 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 civil registration, vital statistics and identity management 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) Sociodemographic 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 civil registration, vital statistics and identity management, and on relevant factors affecting it. Existing socio-anthropological research reports, journals and articles may strongly facilitate understanding of the characteristics and sociocultural dynamics of specific groups or the whole population;
- (c) Reports from governmental institutions (starting with official registration figures and reports from any available civil registration, vital statistics and identity management evaluation, and census campaigns) or NGOs (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 United Nations 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 civil registration, vital statistics and identity management systems or the population's perception of them. Main international household survey programmes that collect data on birth registration are demographic and health surveys (DHS), supported by the United States and multiple indicator cluster surveys, supported by UNICEF. 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. Those 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. Multiple indicator cluster surveys include indicators on the use of mass media and information and communications technologies;
- (e) Strategies, plans, progress reports and evaluations. That includes programmes with relevant similarities with civil registration, vital statistics and identity management communication, which would allow identifying good practices and lessons learned; or programmes where civil registration could be integrated (e.g., immunization, nutrition, public legal education), for which impact should be ascertained;
- (f) Media audience reports and reach analysis that may be available at the level of private sector (i.e., communication and advertising firms), the Government's department of information and communication or organizations conducting communication campaigns;
- (g) Financial data from civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management 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 and so on.

271. Additionally, other stakeholders may have plans for conducting any research that may be relevant for the purposes of the civil registration, vital statistics and identity management communication for development programme or where research questions could be added. Countries sometimes conduct centralized research, and it is possible to negotiate the inclusion of relevant questions related to civil registration.

272. If secondary data is non-existent, 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 various participant groups and vulnerable segments of the population included in the analysis, with the understanding 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.

273. Primary data collection should blend quantitative and qualitative approaches. Quantitative methods are most useful for obtaining rates in behaviour adoption, attitudes, knowledge and so on, since they provide reliable data representative to the concerned population. Quantitative data are also important for campaign evaluation and tracking progress, for example, the percentage of people who agree that registration is important before and after the campaign is a good indicator of how successful the campaign was. However, they require some previous knowledge about the research topic and do not allow for elaboration of 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 they 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 reasons why.

274. 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. Knowledge, attitudes and practices surveys are an instrument commonly used in communication for development. However, those 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 (i.e., 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 (i.e., qualitative or quantitative) are also

⁴³ An important resource centre for participatory methods, not only research, is hosted by the Institute for Development Studies. See www.participatorymethods.org.

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

recommended especially for small-scale research and research with the most deprived and underserved groups.⁴³

275. Research can be used for different purposes: formative research, assessment of immediate reactions or pre-testing, monitoring processes, or evaluation of outcome and impact.⁴⁴ At that 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 of conducting research before government approval, that should be done.

276. 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 whomever has conducted the qualitative data collection, and presented to the same group for validation.

3. Analysis of causes and determinants

277. 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 is 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 (e.g., birth, death, marriage, divorce, adoption)?
- (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 the individual, community and policy levels keep people from registering their vital events?
- (f) What is the economic, social and cultural context?
- (g) How are the registration services 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 behaviours and practices to address the problem?
- (o) What are the communication channels and community dialogue mechanisms to address the problem?
- (p) Are there available resources to solve the issue?

278. Communication for development is one of the key components of an overall civil registration, vital statistics and identity management improvement programme. The situation analysis should begin by understanding the problem to be addressed within the general civil registration, vital statistics and identity management 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, scope, severity and causes of the problem(s) that constitute the general framework for the communication for development programme.

279. 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 and so on should be studied for that end;
- (c) Description of the effects of the problem on the affected population. In principle that would be linked to the ways in which low coverage is preventing the population from enjoying the relevant concrete benefits of high-quality civil registration, vital statistics and identity management 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 (e.g., 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 that problem analysis should capture what the programme has revealed so far;
- (e) Description of the immediate, short- and long-term measures being taken to address the problem, including the fields of legal, organizational and technical aspects of civil registration, vital statistics and identity management 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 civil registration, vital statistics and identity management improvement plan for the contribution of the demand creation programme.

280. The resulting problem statement should be worded in terms of what people are doing or are not doing (i.e., behaviours) and how that contributes to the low coverage of civil registration. That behavioural component will be the concrete focus of the demand creation programme's contribution. The problem statement should indicate if additional research is also required.

281. During the early stages of the organization of the communication for development programme, before the approval of the programme and commitment of funds by the Government, the identification of problem areas and priorities for the overall civil registration, vital statistics and identity management improvement plan is done on the basis of a national in-depth evaluation of the current status of the development of the country's civil registration, vital statistics and identity management systems or through other means. Working in coordination and collaboration with the overall national inter-agency coordination committee that oversees the country's civil registration, vital statistics and identity management improvement programme, the communication for development subcommittee should have taken the lead in data collection and analysis of behaviour and social 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 subcommittee for the identification of problem areas and priorities as part of the preparation of preliminary documentation for the Government.

⁴⁵ See UNICEF, *Enhanced Programming and Results Through Monitoring Results for Equity Systems (MoRES)*, Briefing Note, 2013.

282. 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 categories (see table 2).⁴⁶

⁴⁶ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Table 2
Description of determinants by category

Categories	Determinants	Description
Enabling environment: The social, political, budgetary, and institutional determinants necessary to achieve results	Social norms	Widely followed social rules of behaviour
	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 institutions, actors and system(s) accountable for the provision of services, pro-motion 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 (i.e., 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
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)

283. Some examples of determinants collected in Burkina Faso during a focus group with mayors of Ouagadougou are linked to marriages and divorces, as shown in table 3.

Table 3
Burkina Faso: examples of determinants related to marriage and divorce

Categories	Determinants	Description
Enabling environment	Social norms	The festive nature of marriage 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 (i.e., customary marriage is the preferred option).
	Legislation/policy	Slow and lengthy procedure that requires going through different services (e.g., 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 (e.g., polygamy or monogamy) in the community or with separation of property or participation in assets.
	Budget/expenditure	Infrastructure issues: the registration centres have to wait to obtain legally marked documents from the courts. Wedding halls are not adapted and are cramped. Marriages can be celebrated without a family booklet (i.e., inadequate training of agents).
	Management/coordination	Non-availability of qualified human resources (e.g., 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 (i.e., no training or material available). Illiteracy makes it difficult to access information.
Demand	Financial access	Residence tax (i.e., 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 civil marriage. Marriages forced through a family arrangement (in the northern region). Pressure from parents (on both sides, but especially the fathers) 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.

284. Each of the 10 determinants relates to one or more levels of the social-ecological model.⁴⁷

⁴⁷ Ibid.

Figure 6
Determinants by level of intervention



285. 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 civil registration, vital statistics and identity management and participation in addressing main determinants of the low registration rates; and facilitate opportunities for communities to influence 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 civil registration, vital statistics and identity management systems:

- (a) Lack of interest among parents and parties to a marriage;
- (b) Ignorance about the law requiring the compulsory registration of births, deaths, 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 centre;
- (e) A common belief that if a child is baptized its birth is already registered.

286. 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 the present 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.

287. 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.

288. The examples described below illustrate how a wide range of factors including perceptions, cultural beliefs and traditions, social norms and so on affect the registration completeness and timeliness in Botswana, Indonesia, Kenya, Malaysia, Peru, the Philippines and Zimbabwe. The examples also illustrate how sociobehavioural factors interact with and are often influenced by the wider environment, including the legal, administrative and technical aspects of civil registration, vital statistics and identity management systems.

289. 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.

290. Several traditions influence directly the civil registration. In some cases, naming of a child is delayed for seven days, during which time a mother is prohibited from exiting the house, and a child is considered as existing only after that period of seven days and after the naming ceremony, so no registration of the child happens during that period of confinement.

291. In Burkina Faso people do not speak about deceased nor mention the name. 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, burying people on a piece of land gives to their successors the right to use that land.

292. When discussing the use of population registers for vital statistics purposes, the *Principles and Recommendations*⁴⁸ 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 in which 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.

293. 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

⁴⁸ *Principles and Recommendations for a Vital Statistics System, Rev. 3, 2014.*

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.

D. Programme analysis

294. The programme analysis step in the strategy development concerns any existing civil registration, vital statistics and identity management 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 (e.g., 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 behavioural factors described and covers the priority populations and geographical locations identified in the above problem analysis should be determined.

295. The systems' structure and capacity for communication for development is also analysed: is there an ED/COM office within the agencies responsible for civil registration, vital statistics and identity management? 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 monitoring and evaluation mechanisms?

296. 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 and so on who are significant participants in the programme at national, subnational and local level. That 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.

297. An inventory of existing policies is needed to identify the parameters for the demand creation programme. That refers to both overall civil registration, vital statistics and identity management policies, as well as any existing national policies related to communication for development. Any policies concerning civil registration, vital statistics and identity management 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.

298. When discussing what has been done to date, relevant changes envisaged by the civil registration, vital statistics and identity management 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.

299. At that 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; nego-

tiation 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 civil registration, vital statistics and identity management communication for development programmes.⁴⁹

300. 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 the government's approval and commitment of funds.

E. Identification of participants and their behaviour

301. Following the programme analysis, the analysis of the participants and their behaviour is needed. While the analysis of their behaviour is addressed in the following paragraphs, the identification of participant 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.

302. In communication for development, the concept of target group, audience or actor is replaced with the concept of participants. That 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".

303. 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.

304. 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 civil registration, vital statistics and identity management 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 behavioural objectives.

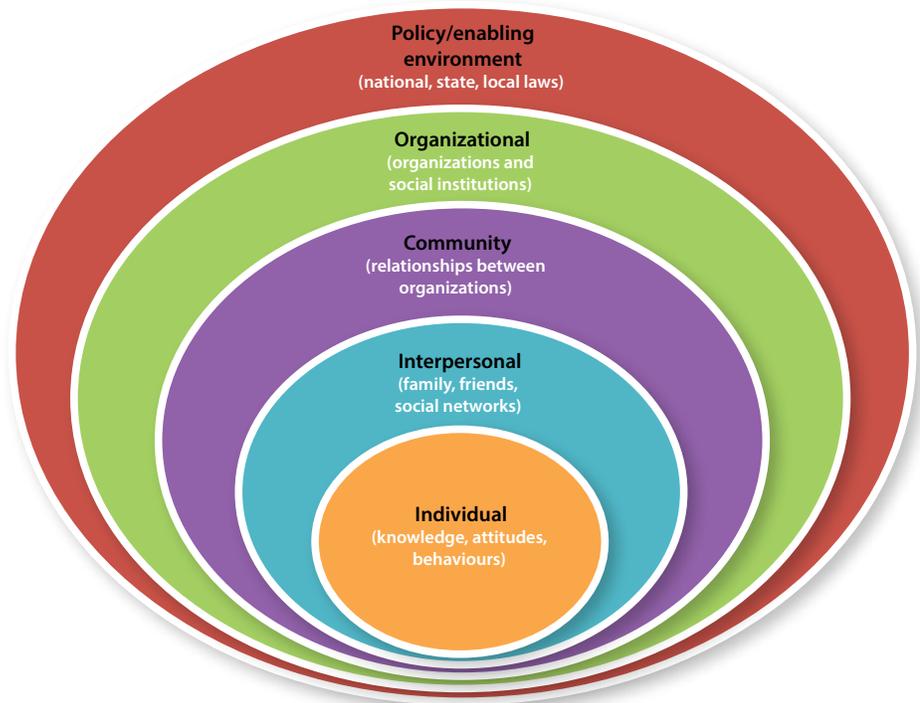
1. Identification of participants (social-ecological model)

305. As presented in the Introduction, communication for development bases its approaches on the social-ecological model,⁵⁰ which represents a theoretical framework to understand the levels of influence on a certain behaviour. There are five nested, hierarchical levels of the model: individual, interpersonal, community, organizational, and policy/enabling environment (see figure 7). Table 4 provides a brief description of each of the levels of the model.

⁴⁹ A useful resource is the *Social and Behavior Change Communication Capacity Assessment Tool* included in the C-Change SBCC Toolkit, FHI 360, 2012. It includes three versions: for organizations, donors and networks, and individuals. Available at <https://c-change-program.org/resources/sbcc-capacity-assessment-tool>.

⁵⁰ Centers for Disease Control and Prevention, *The Social-Ecological Model: A Framework for Prevention*. Available at www.cdc.gov/violenceprevention/about/social-ecologicalmodel.html; and *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2014.

Figure 7
Social-ecological model



⁵¹ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Table 4
Description of the levels of the social-ecological model⁵¹

Social-ecological model level	Description
Community level (micro)	
Individual (primary)	Characteristics of an individual that influence behaviour change, including knowledge, attitudes, behaviour, self-efficacy, developmental history, gender, age, religious identity, racial/ethnic/caste identity, sexual orientation, socioeconomic 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 behaviours, 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 (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, civil registration services are provided to an individual or group.
Policy and 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 social-ecological model, the participants will be identified for each of the above-described levels. The overall civil registration, vital statistics and identity management 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 deter-

mining the participants in the communication for development plan. As discussed previously, the situation analysis focuses on the behavioural component, that is, what people are doing or are not doing (i.e., their behaviours) and how that contributes to the low coverage of civil registration. Now it is about accurately identifying the people who are enacting such behaviours. In further stages, data will help determine how ready the majority of each group is to change behaviours.

307. Communication strategies sometimes target mostly primary participants. These are for instance, in the case of civil registration, vital statistics and identity management, 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. The present *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* refer to the several groups of persons involved in civil registration, vital statistics and identity management systems in one way or another, whose understanding and cooperation should be secured through communication. Those 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. Those 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 centre and other participants in the subsequent circles (see figure 7).

311. Primary participants are the persons whose behaviour 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 behaviour. They share the same cultural and social environment with primary participants and may also be directly affected by the problem(s). That category usually includes grandparents and other relatives, friends or neighbours.

313. Tertiary participants encompass people in the community who allow for certain activities and control resources, including 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 and so on.

314. Participants at the meso (organizational) level represent those who will be directly involved in programme implementation. They are organizations responsible for civil registration, vital statistics and identity management, or other professional groups that can contribute to the achievement of results. They may include NGOs, mass media at the regional level and executive bodies of various state authorities.

315. Participants at macro (policy and enabling environment) level are those whose actions indirectly influence the behaviours 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 civil registration, vital statistics and identity management systems, resource and institutionalize the communication for development programme and enact other components of civil registration, vital statistics and identity management improvement. That category may include policy and lawmakers, national religious leaders, professional associations, national NGOs and leaders of civil society organizations, national media and so on.

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 that 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 subcommittee and the communication for development office should prioritize them for action in keeping with the overall national plan of action for civil registration, vital statistics and identity management 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 before implementation. In fact, some of them will have been identified at the moment of creation of the communication for development subcommittee. Following the identification of participant groups, the communication for development programme would benefit from updating the membership of the subcommittee as needed.

321. 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 categories of the largest target groups that should be approached for their cooperation and assistance are as follows:

- (a) 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 (e.g., Heads of State, concerned ministers and deputy ministers, and regional and local government officials and so on);
- (t) Main users of civil registration/vital statistics information and data (including planners, policymakers and researchers).

322. Those are categories of participant groups, not the actual participants (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 analysed 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 be possible only if the analysis of their behaviours resulted in significant similarities.

323. Because the categories listed above will all play important roles in the successful implementation of improved civil registration, vital statistics and identity management 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 previously recommended, 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 area 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 that 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, postal address, email address and telephone number (and fax or telex number) of every leader or influential member categorized under each of the target groups. Updating the directory 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), be on the staff of a hospital (category 4), and be 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, such as illiterate, nomadic or aboriginal people, whose events may not be registered. Such special population groups should be involved in many aspects of civil registration, vital statistics and identity management registration improvement, and they 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.

(a) Participants at the micro (community) level

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 high-quality registration services, therefore becoming a game changer in improving civil registration, vital statistics and identity management systems. For that reason, the general population is expected to understand the value of civil registration, vital statistics and identity management systems and demand civil registration of vital events as both a right and a responsibility.

329. At the least, the general public must be made aware on a long-term, continuous basis of the registration compulsoriness, its requirements and its 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 civil registration, vital statistics and identity management as a public service and an essential tool for fulfilling human rights and enhancing governance may be a good option for communication with the general population. Appropriate attention should then be directed to the specific groups, whose behaviour should be changed, paying particular attention to interpersonal communication, community mobilization and capacity-building.

331. The *Principles and Recommendations* indicate the appropriate informant or source of information for the registration of vital events, and suggested alternates, in priority order of preference for the various types of events, considering different scenarios. The list of appropriate informants for priority vital events provides a base for segmentation of the general population into concrete participant groups.⁵²

⁵² *Principles and Recommendations for a Vital Statistics System, Rev. 3, 2014.*

332. Live birth and fetal death: the head of the institution (or designee) if the 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 of the parties or the petitioner of divorce.

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

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: for example, "If you are the nearest relative of the newborn 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 that kind of participant groups cannot be overemphasized since evidence from behaviour 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.

(b) Participants attributed to tertiary, meso and macro levels

Civil registration, vital statistics and identity management staff

340. It is of the 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 those systems, the staff of the agency that manages identity credentials needs to be fully incorporated in the communication strategy.

⁵³ Ibid.

341. Local registrars are not responsible only for the direct delivery of civil registration services. According to the *Principles and Recommendations*,⁵³ local registrars have a duty to adopt 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 statistics. They are 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.

345. Medical practitioners must provide medical information about births and fetal and other deaths. Medical practitioners who last attend to a deceased person must supply and certify specific information on the cause of death in detail.

346. Doctors are respected opinion leaders. They have the power to influence the attitude and behaviour 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 and so on 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 Statistical Classification of Diseases and Related Health Problems.

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 jurisdictions. 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 and so on

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-to-be/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 that reason, their additional role as tertiary participants (who are responsible for the declaration of the vital event) also needs to be considered for analysis and planning purposes.

354. To assemble the 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, and so on, and then deliver the completed form to the registrar general or appropriate officials. That is common practice in Canada, the United States of America and some states in Mexico.

Religious authorities/groups and 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 the 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 and so on (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 and so on may have a strong influence on the behaviour 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 behaviour and social change communication interventions. Their role may be even more important when determinants to registration have a nature cultural or social norms. 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, 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. Namibia and Botswana each have a revised Marriage Act, which mandates that marriages be officially registered by religious leaders, who are licensed by the Ministry of Justice, in Namibia, or the Ministry of Defence, Justice and Security, in Botswana. They are obliged afterwards to submit data to the state authorities.

363. To gather information required for a comprehensive listing in that 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 “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. That 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, for example, with autonomous states or provinces, then this information would be gathered at the appropriate level.

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 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 or the Office of the 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 there may be regional/provincial/state societies.

371. In some countries, there may be a need for a thorough revision of the legal framework for civil registration, vital statistics and identity management 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 needed for civil registration, vital statistics and identity management systems. In some countries, registration continues to be compulsory for certain groups of the population, while for others it is voluntary. The cooperation of those groups may be very valuable to the process to streamline the legal framework. If new legislation is required, those groups can be influential in urging that political action be taken. For those 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

372. The main users of civil registration, vital statistics and identity management information and data include planners, policymakers, development partners and researchers. They have a significant stake in any improvement programme and 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 civil registration and vital statistics users, too, since that adds an important layer to their behaviour analysis. The focus is users' interest in civil registration, vital statistics and identity management 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 the primary user of data. Government planners and 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 and so on. Electoral tribunal offices and offices dealing with identification

services and population registers are also main users of civil registration and vital statistics information and data.

374. Universities use data for research purposes, including medical research. In business, planners need to know population trends to anticipate markets. NGOs (both national and international), civil society organizations and international agencies will be most interested in monitoring development issues for which civil registration, vital statistics and identity management 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 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 behaviour 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 the grass-roots level, including, for instance, community health workers, vaccinators, volunteer peer educators and so on can be classified as tertiary participants, while representatives at the national level would be a participant group at the 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 newborns. As described in the Introduction of the present *Handbook* when discussing the benefits of high-quality civil registration, vital statistics and identity management 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 and so on. Child rights organizations, for instance, particularly those concerned with child protection, may have a strong interest in promoting birth and marriage registration in countries where child marriage is practised. 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, which could supply lists of the various organizations and their presidents or other officers (or best contact persons). If not, consult 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.

Relevant 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 ensuring that future generations 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 behaviour and social change activities. Their involvement in civil registration 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 curricula 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/community leaders, tribal chiefs and village elders

385. Although 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 behaviour and social change communication is interpersonal communication with people who are respected leaders within their communities. Together with developing the right communication contents and determining the most effective communication channels, the involvement of trusted sources of information is paramount for developing positive attitudes towards a new behaviour.

386. Some individuals have already been proposed as potential tertiary participants in virtue of both their specific role in civil registration, vital statistics and identity management 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 favour 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 that category, there would be elected leaders, tribal chiefs, village elders and so on, as well as persons considered to be leaders in public opinion in various fields. That category includes also the opinion leaders in social networks and online. The identity of such leaders must be based on evidence, taking as a reference the specific groups whose behaviour 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 the media

388. Popular culture/entertainment persons should not be neglected: for example, there may be 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/associations, youth and children 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. That 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 and children groups are also crucial in their communities, as they are key in bringing change into their communities.

Government (all levels)

391. At the 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 previously, 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 relevant ministers are at the top of the list. Deputy ministers are very influential in transmitting information, and, more importantly, in giving advice on whether or not a proposed government programme should be approved, so they should be among the first groups 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 over-emphasized. They are considered as opinion leaders, therefore in the 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-level or macro-level 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 civil registration, vital statistics and identity management 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 the overall category is of local government officials. It may take longer to obtain such a 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 previously are identified based on their roles and responsibilities in civil registration, vital statistics and identity management 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. That is why, at least in priority areas where grass roots-level approaches will be implemented, an operational plan will be developed with a clear identification of the participants for that specific region.

2. Behavioural analysis

398. After the identification of the participants groups, an analysis of knowledge, attitudes and behaviours 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 the 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 separate data collection instruments should be developed for each group. That data will help to understand how ready the majority of the intended population is to change their behaviour.

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 impact:⁵⁴

- Identify the basic social, cultural, normative, geographical, literacy, and economic challenges related to the problem facing the people the programme would like to reach;
- Identify factors inhibiting or facilitating desired changes;
- Identify current awareness, knowledge, attitudes, beliefs (especially related to rumors about interventions), norms, level of efficacy, aspirations, perceptions, motivations and behaviours;
- Identify the words/language that the intended population uses to talk about civil registration, vital statistics and identity management and related topics;
- Determine what the population of interest may want to know about, for example, birth or death registration;
- Understand the intended population's social networks and patterns for information sharing;
- Understand the community dynamics (e.g., who are the opinion leaders for specific issues);
- Determine the intended population's (mass and social) media use and access;
- 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 behaviour, brides and grooms would be primary participants. Data may show underregistration 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 that reason, when possible and pertinent, the analysis of factors should use data disaggregated according to variables of inequity like age, gender, wealth, literacy, geographical location and so on.

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

⁵⁴ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

403. The next step is understanding the current knowledge, attitudes and practices of the participant group in relation to civil registration and broader civil registration, vital statistics and identity management systems, and more concretely to the main behavioural outcome (i.e., timely declaration/demand for registration). Knowledge, attitudes and practices surveys are very common instruments used in communication for development. However, a complete approach would include other dimensions like beliefs and rumours, perceptions, motivations, interests, priorities, aspirations, sense of self-efficacy and social norms. In the case of participants at policy/national level, it is worthwhile to inquire about their agenda towards civil registration, vital statistics and identity management systems and the improvement programme. It is important to remark that the term “practice” does not refer to the mere fulfilment of their responsibilities by the different groups (whether 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. That is, for instance, the practice of delayed naming of children, which works against timely birth registration.

404. For each participant group, the key promoted behaviour also needs to be identified. For primary participants and for secondary participants who are part of civil registration, vital statistics and identity management systems, that can be easily guided by the civil registration, vital statistics and identity management legal framework that sets the roles and responsibilities of the various actors. Primary participant groups are expected to declare and/or demand the registration of births, deaths, fetal deaths, marriages and divorces with the proper officials in a timely manner.

405. The key promoted behaviour 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 referred to the roles and responsibilities of the various groups commonly considered in civil registration, vital statistics and identity management 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 register the event and provide certificates in a timely manner. As discussed in the previous section, many tertiary participants play a double role based on both their duties in civil registration, vital statistics and identity management (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 that analysis. The role of those 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 and so on.

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 behaviour will be analysed. This segment starts with the identification of the benefits of civil registration and broader high-quality civil registration, vital statistics and identity management systems (see the Introduction of the present *Handbook*) as applicable to the country’s context. Ideally, presenting civil registration, vital statistics and

identity management 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, access to basic services that are conditioned to prove of identity may not be relevant if the population does not trust or does not plan to make 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; and so on. 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 behaviour by each participant group are a core element of the behavioural analysis. They may overlap with the current knowledge, attitudes and practices in relation to civil registration and broader civil registration, vital statistics and identity management systems, which were previously analysed. At that 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 networks.⁵⁵

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 that case the focus is put on the particularities of the selected participant groups and vulnerable segments of the population. That 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 prefers to receive information about civil registration, civil registration, vital statistics and identity management 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 (e.g., 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.

F. 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 civil registration and vital statistics it is even more important, considering its large scope and the subsequent

⁵⁵ Inspired by UNICEF's Human Rights-based Approach to Programming. See <https://sites.unicef.org/policyanalysis/rights>.

need to make use of the existing assets and capacities. During the programme-development process the most relevant partners have been identified, initially for setting up the communication for development subcommittee and further completed on the basis of the identification of participant groups. Institutions/organizations representing organizational and policy levels of the social-ecological model would be potential partners. Thus, guidance included in the present section can be taken into account in the previous steps not only for the identification of partners outside civil registration, vital statistics and identity management systems, but to understand the potential role of both internal and external actors in the implementation.

415. At that 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 civil registration and vital statistics 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 that case, the producers should be considered as potential partners.

416. For that 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 that, the added value of partners may be grounded on factors such as:

- (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 policymakers 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 and so on;
- (d) Availability of information and data.

418. Apart from civil registration, vital statistics and identity management stakeholders and other natural allies that have already been discussed previously, media outlets, theatre groups, NGOs with experience in facilitating community participation, and others, may also be interested in assessing communication capacity. Of special importance are the programmes and organizations working in areas like health, human rights, women's rights, child protection, governance and so on 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 sociobehavioural 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 subcommittee and establish alternative communication lines with other partners and allies.

420. Taking into account the large number of stakeholders in civil registration, vital statistics and identity management 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 that end a combination of a stakeholder analysis and a social network analysis can provide good insight. That would be particularly useful for advocacy purposes.

421. A stakeholder analysis will help assess the interests of groups involved in civil registration, vital statistics and identity management 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 stakeholders.⁵⁷ That 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.

G. Communication landscape analysis

424. To be able to properly plan and implement the programme, an assessment of the wider communication capacity within the country should be conducted. It includes the description of the country's media and communication landscape, and the capacities of actors that are relevant in that landscape.

425. Chapter III 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 and so on.

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 communica-

⁵⁶ Guidance and tools for stakeholders' analysis and engagement are available at www.thehealthcompass.org/filtered-search/stakeholder; and www.fsnnetwork.org/sites/default/files/en-svmp-instrumente-akteursanalyse.pdf.

⁵⁷ Although developed for a different context, the *Social Network Analysis Handbook* provides simple, practical and friendly guidance for practitioners. Available at www.rescue.org/sites/default/files/document/1263/socialnetworkanalyse-handbook.pdf.

tion 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:

- (a) 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
- (b) Penetration and role of traditional media (storytelling, folk songs, puppet shows and so on), and its current use in similar behaviour and social change programmes;
- (c) Existing mechanisms for community participation like town hall meetings, development committees or community health committees;
- (d) Capacity and needs of local media, including for public affairs programming and interactive programming;
- (e) Capacity and needs of local providers of communication services for developing (and pre-testing) quality materials/products.

428. Interpersonal communication capacity and skills for individual and group settings. While capacity within civil registration, vital statistics and identity management systems has been already analysed, that 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 civil registration, vital statistics and identity management 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 and so on.

429. Media landscapes are often available in many countries, in the hands of a government department (e.g., the Department of Information or Communication) or the private sector, including communication and advertising firms and non-profits.⁵⁹ Other relevant programmes, which in principle would be allies of civil registration, vital statistics and information management, especially those in public health, may have data or similar analysis. That information can be collected through the same methods and tools used for obtaining information for the behavioural 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 surveys unless the information is already available.

⁵⁸ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*. UNICEF, 2015.

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

Chapter III

Methods and tools to be used in the communication for development programme

Overview

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

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 programmes

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 behaviour on a large scale, including norms and structural inequalities
- Works through interpersonal communication, community dialogue, mass/social media

Behaviour change communication

- Focuses on individual knowledge, attitudes, motivations, self-efficacy, skills building, and behaviour 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

⁶⁰ See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*. UNICEF, 2015.

A. Approaches to address the main determinants of a behaviour⁶⁰

1. Introduction

430. All effective communication for development strategies are based on communication theories and models that explain or represent the behaviour and social change process. Theories and models help us to determine priority focal areas of a programme, determine the pathways toward positive change, and guides what we will measure in order to know whether the programmes or interventions led to the desired change. Theories of change are a necessary foundation for any intervention or programme 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 programme-level decision-making, and evaluation.

431. During the 1950s, and through the 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 favour 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 positive 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 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 justification for absence, 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 inter-related and interactive and using them in a well-planned programmes produces a synergistic effect. Table 5 provides a description of each of the communication for development approaches.⁶¹

Table 5
Description of communication for development approaches

Communication for development 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 programmes 	<ul style="list-style-type: none"> • Policymakers and decision makers • Programme planners • Programme 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 • Emphasizes collective efficacy and empowerment to create an enabling environment • Works through dialogue, coalition-building, group/organizational activities 	<ul style="list-style-type: none"> • National and community leaders • Community groups/organizations • Public and private partners

(continued)

⁶¹ Adapted from *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*. UNICEF, 2015.

Communication for development approach	Key features	Participant groups
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 behaviour 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
Behaviour change communication	<ul style="list-style-type: none"> • Focuses on individual knowledge, attitudes, motivations, self-efficacy, skills building, and behaviour 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)

⁶² Ibid.

2. Behaviour change communication⁶²

442. Behaviour change communication is the strategic use of communication to promote positive outcomes. Behaviour 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 behaviours.

443. Using the behaviour change communication approach can help to:

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

444. Before individuals and communities can change their behaviours, 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 behaviour change and the maintenance of new desired behaviours.

445. To support behaviour 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 festivals
- Sport events
- Community hall activities;
- Amateur theatrical performances and puppet shows
- 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 members of the community to tour the local civil registration office. The press might be invited too, or a separate press information tour may be preferable.

Mobile registration unit – a solution for increasing registration rates

447. One major reason for underregistration is that, in many parts of developing countries, people do not have convenient and immediate access to a registration centre. 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 (e.g., every one or two months) to register births, fetal deaths, other deaths and marriages. Such a 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 centre.

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 and so on. 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. Their training in communication for development would be done in conjunction with training in the administrative, organizational and legal aspects of the overall civil registration and vital statistics improvement programme. Organization of those 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. Those 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 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 birth 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 was born dead. Birth attendants should also be educated in the legal requirements of the registration procedure itself for supplementary information.

3. Social change communication and community engagement⁶³

⁶³ Ibid.

456. Social change communication 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 how power is distributed within social and political institutions. That process is usually participatory and is meant to change behaviours 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, social change communication focuses on creating ownership of the process of change among individuals and communities. The emphasis of social change communication 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., health-care delivery infrastructure).

458. Multifaceted communication interventions (e.g., using mass, social, and traditional media, information communication technology, etc.) aimed at changing individual behaviour play an important role as a foundation for social change communication, 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 theatre performance to raise awareness about the problem);
- Developing an action plan and resources (i.e., 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 (i.e., collective evaluation) and planning further action as appropriate.

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 of this *Handbook* 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, 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 a registration month (or registration week or day), then it may be advantageous to have an information booth in the local market to reach the many women who live in 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 (i.e., 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 analysing 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 behaviour. Examples of where health personnel have worked through community or workplace network include:

- India, Bangladesh: women network leaders educated other women in child nutrition;
- Gambia: imams, Muslim leaders, promoted child health and family planning;
- Kenya: gas station attendants distributed condoms and explained their use;
- Malawi: women's groups developed songs and dances about the benefits of good nutrition;
- Ecuador: representatives of rural communities helped produce radio and print material on water and sanitation;
- United Republic of Tanzania, Burkina Faso: open-ended theatre on family planning and child health used as an education and communication medium;
- Tunisia: group games on child health topics were developed;
- 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 means of communication among people living in rural areas 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 on 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. Those 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 behavioural 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 and so on 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.

4. Social mobilization⁶⁴

⁶⁴ Ibid.

475. Social mobilization is a continuous process that engages and motivates various intersectoral partners at national and local levels to raise awareness of, and demand for, a particular development objective. Those partners may include government policy-makers and decision makers, community opinion leaders, bureaucrats and technocrats, professional groups, religious associations, NGOs, private sector entities, communities, and individuals. A 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 social mobilization 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 theatre 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 grass-roots level. Table 6 shows the five usual phases of the social mobilization process.

Table 6
Five usual phases of the social mobilization process

Phase	Description
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.
Problem analysis and action plan	Partners conduct exercises to analyse the nature of the problem, identify and prioritize needs, develop a common problem statement, goals and objectives, and draft an action plan.

(continued)

Phase	Description
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.
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.
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 behaviour and social 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.

⁶⁵ Ibid.

5. Advocacy⁶⁵

478. The policy/enabling environment level of the social-ecological model 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 programme objectives and development goals. The purpose of 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 programmes and corresponding budget allocations;
- Community advocacy, to empower communities to demand policy, social or infrastructural change in their environment;
- Media advocacy, to enlist the mass media to push policymakers and decision makers towards 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.

481. Within the civil registration, vital statistics and identity management improvement programmes the following subjects could be advocated for:

- Dedicated programme funds

- National, subnational, and local communication for development supportive structures
- Research support
- Media support
- Standardized monitoring systems
- Building capacity within the 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 restructuring) or lack of political will
- Lack of local evidence on overall programme cost and cost effectiveness
- Lack of reliable data about the efficacy, effectiveness or value of a programme
- 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
- Lack of social accountability by policymakers.

483. Advocacy messages are a critical element of an advocacy strategy. The policy-makers/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.

6. Capacity-building

484. That 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 they 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 (i.e., national, federal) level:

- Organization of training 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 subcommittee 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 civil registration and vital statistics and organization of training sessions for district officials;
- Capacity-building of communication for development focal points at district level on the use of the programmes, tools, and training of trainers and supervisors;
- Capacity-building of civil registration, vital statistics and identity management personnel on interpersonal communication;
- Capacity-building of NGOs in communication for behaviour and social 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, civil registration and vital statistics and other personnel, facilitate community participation, implement behaviour and social 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 the 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 behaviour and social change;
- Capacity-building of health workers, teachers and preschool and school staff in interpersonal communication, student mobilization and civil registration, vital statistics and information management;
- Support for radio production of magazines, debates, spots, reports, interactive programmes in villages, neighbourhoods and public debates in neighbourhoods 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. Annex 8, for example, envisages the establishment of a subcommittee 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 subcommittee 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 subcommittee 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.

7. 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) Source/sender: in that case, the office of the registrar general or equivalent;
- (b) Encoding: convening the message into symbols that go out to the audience;
- (c) Message: 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) Medium/channel: that 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) Recipient/decoder: 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. Expressing generalities, such as the Internet/television/radio/print is the best medium, is not advisable. 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 the Internet or television for information. In some areas, such as poor areas in Asia, Africa, Latin America and the Caribbean, people rely on radio. Also, in some developing countries, there are government-owned radio and television 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. 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 weeks);
- (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 determining which media are cheaper for 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:

- (a) 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. That identifying logo and distinctive style of appearance should be used in all means of communication: commercial advertisements signs, posters, pamphlets and brochures. That will be the identity of the communication for development programme;
- (b) Direct the advertisement to the person you wish to reach. For example: “You should register the birth of your baby”;
- (c) 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”;
- (d) In writing copy for advertisements, news releases, pamphlets, brochures and so on 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 socioeconomic, gender-linked mortality and morbidity studies was detailed in geographic segments”;
- (e) 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;
- (f) 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;
- (g) 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;
- (h) 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;
- (i) Layouts should contain plenty of white space, because that helps the eye move easily across the page (that is particularly important in semi-literate societies);
- (j) Check the quantity 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 be well prepared and offered, the media will 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 Center for Communication Programs.⁶⁶

⁶⁶ See O’ Sullivan, G.A., and others, *A Field Guide to Designing a Health Communication Strategy*, 2003. Available at <http://ccp.jhu.edu/documents/A%20Field%20Guide%20to%20Designing%20Health%20Comm%20Strategy.pdf>.

- (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 before the launch of the official communication for development programme. If possible, do that in person, and contact the person(s) in each media outlet who will be handling the material.

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

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

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 proof-read 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, and knowledgeable about civil registration.

515. Do not neglect the news value of special events, such as special meetings, launching events and so on 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 and 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 and so on.

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

- (a) Send out invitations to the media one week before the event;
- (b) Telephone people two days before the event. Ask if they received the invitation and if they plan to attend;
- (c) 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);
- (d) 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.

B. 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 behaviours 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 behaviour 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, that will influence their knowledge and customary practices;
- 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. A feasible communication for development plan is one of the key priorities:

- Have a strategic reference document in communication on civil registration and vital statistics.
- Coordinate activities and interventions in the field of communication.
- Strengthen collaboration with local media.
- Increase skilled and competent human resources in communication for behaviour and social change.
- Increase the demand for civil registration and vital statistics 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 audiovisual material, which provides the double impact of sight and sound. With video and 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. It could be a live 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 a live narrator readings from a script. Audiovisual presentations communicate well with audiences of low 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, behaviours 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 audiovisual 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 pre-testing to determine whether the concepts are presented clearly and are appealing and meaningful to the audience to whom they are directed. Also, pre-testing is necessary to ensure that the language and settings are appropriate.

C. 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 that information, and to change their behaviour or social norms and, in turn, the behaviour of others in their social system, based on the information. Mass or social media messages alone will have limited effects on behaviour change, but mass or social media that stimulate dialogue and are combined with interpersonal communication will create synergies that increase the likelihood for sustainable behaviour 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 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 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, 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 the following questions:

- (a) What is 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 website) 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 programme 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 (e.g., 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 reluctant to discuss directly. Performers can elicit feedback from the audience during the performance and request input to the performance. Per-

formances can be followed by group discussions, contests, and demonstrations that invite the audience to participate and discuss the issues.

533. Table 7 displays characteristics of different communication channels.⁶⁷

⁶⁷ UNICEF C4D Orientation module, 2009.

Table 7
Characteristics of different communication channels

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 (e.g., terrestrial, satellite, cable) • Well suited to communication with large population groups • Reaches communities to which physical access is difficult or impossible 	<ul style="list-style-type: none"> • Simple messages can be passed through public service announcements or messages read out by a presenter • Complex messages can be transmitted through feature programmes, drama shows, talk shows and info-tainment 	<ul style="list-style-type: none"> • Can be interactive with a live studio audience or if viewers call or send a text message in a live show 	<ul style="list-style-type: none"> • Higher production cost than radio • Higher air time cost than radio for sponsored programming
Radio	<ul style="list-style-type: none"> • Can reach large numbers of people in all income groups quickly and at the same time • Most radio sets are small, light and portable and can operate on batteries if there is no main electricity supply • 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 • Well adapted to oral societies • Easy medium for communication in local languages 	<ul style="list-style-type: none"> • Simple messages through public service announcements or scripts read out by a presenter • More complex messages can be transmitted via feature programmes, talk-shows and drama 	<ul style="list-style-type: none"> • High level of interaction possible, which 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 	<ul style="list-style-type: none"> • Lower production costs than TV • Lower airtime costs than TV for sponsored programming
DVD	<ul style="list-style-type: none"> • Combination of audio and visual element has high impact on viewers • Relies on physical distribution of DVDs • Coverage depends on how many DVDs can be produced and distributed • Requires DVD player or computer with electricity supply to play • Can be made for generalized or specific target audiences 	<ul style="list-style-type: none"> • Can convey simple or complex messages 	<ul style="list-style-type: none"> • Can be highly interactive if used in a community setting where there is discussion or question-and-answer session afterwards 	<ul style="list-style-type: none"> • High production cost • Distribution cost depends on ease of physical access to target audiences
Loudspeakers	<ul style="list-style-type: none"> • Coverage depends on physical access • Good for targeting high-density population groups concentrated in large villages, urban areas or camps • Loudspeakers can either be static (e.g., market or mosque) or mobile (e.g., hand-held megaphone or loudspeaker van) • Can take messages right into the heart of the community • Reaches population groups without access to radio or TV • Easy to broadcast messages in local languages 	<ul style="list-style-type: none"> • Better suited to short simple messages • Can adapt the message and the language to each locality 	<ul style="list-style-type: none"> • Limited • No formal channel for immediate feedback 	<ul style="list-style-type: none"> • Cheap

(continued)

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
Newspaper	<ul style="list-style-type: none"> • Distribution of paper copies depends on physical access and existence of functioning distribution channels • 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 reread by many people over a period of time 	<ul style="list-style-type: none"> • Simple or complex messages • Visual illustrations can support text (e.g., pictures, cartoons, graphics) 	<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Advertisements 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
Leaflet/flyer	<ul style="list-style-type: none"> • Can be distributed intensively in targeted locations • Physical access to the target community is necessary for distribution • Limited impact on low literacy populations unless the message is conveyed clearly in pictures 	<ul style="list-style-type: none"> • Can be used to convey more complex information • Can combine messages in text with pictures, diagrams and cartoons 	<ul style="list-style-type: none"> • Limited 	<ul style="list-style-type: none"> • Cheap to produce, but time-consuming and potentially expensive to distribute
Billboard	<ul style="list-style-type: none"> • High coverage if billboard is well placed, where many people in the target audience will see it 	<ul style="list-style-type: none"> • Message should be simple and have a long shelf life • Can combine text with pictures 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Cost depends on size and location
Poster	<ul style="list-style-type: none"> • Coverage can be good if posters are distributed widely and are well placed where they will be seen by the target audience • Time-consuming to distribute to remote areas • Distribution depends on physical access 	<ul style="list-style-type: none"> • Good for simple messages • Can be adapted for illiterate populations by using pictures /diagrams 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Relatively cheap
Noticeboard	<ul style="list-style-type: none"> • Limited geographic coverage • Location is normally in closed areas such as camps or settlements or small villages • Good way to disseminate information of strictly local relevance 	<ul style="list-style-type: none"> • Good for both simple and complex messages • 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 	<ul style="list-style-type: none"> • Community can post feedback messages (on noticeboard or in suggestion box, which can be attached) 	<ul style="list-style-type: none"> • Very cheap
Blast SMS	<ul style="list-style-type: none"> • Wide coverage • Fast and easy • Requires mobile network coverage, which may be restricted in isolated areas • Requires widespread mobile phone ownership in the targeted population group • Limited impact in societies with low-literacy rates • Government may shut down SMS network in times of conflict or political tension 	<ul style="list-style-type: none"> • Message must be simple and restricted to 160 characters • Unsuitable for confidential information 	<ul style="list-style-type: none"> • Limited unless there is the capacity to respond rapidly and effectively to high volume feedback 	<ul style="list-style-type: none"> • Cost depends on, frequency of use of charges levied by network operator • Occasional high-priority messages may be offered free of charge
Targeted SMS	<ul style="list-style-type: none"> • Geographically targeted • Fast and easy • List of telephone numbers of targeted contacts required • Government may shut down SMS network in times of conflict or political tension 	<ul style="list-style-type: none"> • Message must be simple and restricted to 160 characters 	<ul style="list-style-type: none"> • Can be interactive if feedback is requested. However, that is advisable only if there is the capacity to respond rapidly and effectively to incoming messages 	<ul style="list-style-type: none"> • Cost depends on numbers of recipients and local SMS charges • Costs can be reduced if working in partnership with mobile phone companies

Channel	Coverage/Reach	Type of information	Level of interaction	Cost
Digital: Email Social media Internet Chat and communication apps	<ul style="list-style-type: none"> Requires widespread Internet access and high rates of online usage Relies on functioning telecoms infrastructure Internet users are mainly educated, higher income people in urban areas Low penetration of low-income groups in rural areas Unsuitable for communication with low-literacy groups Passive information option (websites) Proactive information option (email) Good channel for reaching the diaspora overseas 	<ul style="list-style-type: none"> Good for both simple and complex messages Integration of video, pictures and audio with text 	<ul style="list-style-type: none"> Can be highly interactive 	<ul style="list-style-type: none"> Websites are fast and easy to create and update, but large numbers of skilled staff may be required to create content and process incoming information
Peer educators, community-based workers, volunteers	<ul style="list-style-type: none"> Time-consuming and labour intensive Requires large numbers of people with physical access to the target community 	<ul style="list-style-type: none"> 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 Risk of message distortion due to communicators being either poorly informed or having a hidden agenda 	<ul style="list-style-type: none"> Interactive with immediate feedback 	<ul style="list-style-type: none"> Can be expensive Costs can include training, transport, materials and salaries/incentives
Theatre, community meetings, songs, dance, poetry	<ul style="list-style-type: none"> Limited geographic coverage Good for hard-to-reach communities if there is access 	<ul style="list-style-type: none"> Good for simple, easily understood messages Good for sensitizing community on sensitive issues within an entertaining format 	<ul style="list-style-type: none"> Can be highly interactive if audience is allowed to participate either during or at the end of the performance 	<ul style="list-style-type: none"> Cost depends on size of performance group, sophistication of production and distances travelled between performance venues

D. 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, as it 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 is, 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, 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 civil registration and vital statistics 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 behaviour. 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 and 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, schoolteachers, 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 favour of the benefits of registration to individuals and families. Make the message personal, such as appealing to mothers that 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 and so on. 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 in which 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 the 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/her birth with the registry in your municipality/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 your 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 behaviour.

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. Steps for developing messages and materials:

- (a) 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.
- (b) 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, whom 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.
- (c) Consider branding the materials (e.g., create a label or logo, theme song, slogan) to facilitate recognition for the programmes by the population and to create an emotional link to the programme.
- (d) Consider including “evaluation markers” in the materials.
- (e) Pre-test 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 behaviour?
 - Recall: Can the intended population members identify the cue-to-action? Do they recognize the benefit(s) being offered?
- (f) Revise the messages and materials based on the pre-test results and retest 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 those 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, they 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

To ensure adequate staffing and sufficient resources, the timeline described in the following steps may be a useful guide:

- (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) Establishment, 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 a 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 materials 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, non-Government 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 25 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.

A. 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 an obvious impact on the communication for development programme. Second, it gives guidance on a 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 and so on 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.

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 government 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 registration 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 civil registration and vital statistics 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 behaviour 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, socioeconomic characteristics of groups and age-specific fertility and mortality predictions.

573. Table 8 summarizes the activities of a communication for development programme. Its purpose is to provide an example of a checklist covering the most important activities of the communication for development programme.

Table 8
Summary of activities of a communication for development programme

Number	Activity	Status
Before 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 subcommittee, to oversee future communication for development activities	
After Government approval		
9	Study and analyse 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, behaviour and communication analysis (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	

(continued)

Number	Activity	Status
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 (e.g., village elders, tribal leaders, traditional birth attendants, those who look after traditional burials, illiterate or semi-literate people, and those who live in rural areas with poor communication systems) will involve other training materials, such as audiovisual tools	
15	Establish two teams of experts: <ul style="list-style-type: none"> • 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 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 • A creative team to design and implement mass media and general campaign (an advertising agency may be involved) 	
16	Determine: <ul style="list-style-type: none"> • Communication for development leaders and other key officials and organizations for training • 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	Determine overall media campaign and produce (after pre-testing) required materials for: <ul style="list-style-type: none"> • Print media • Radio • Television • Brochures and pamphlets • Posters • Signs/billboards • Internet and social networks 	
21	Determine the use of public relations, including news stories, editorials, press releases and special events	
22	Develop techniques to reach the special target groups, such as people who are illiterate/ live in rural areas with poor communication, aboriginal population, including: <ul style="list-style-type: none"> • Mobile registration units • Educating village elders, tribal chiefs, spiritual/religious leaders • Educating traditional birth attendants • Periodic visits to villages by local registrars • Other <p>That 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 civil registration and vital statistics 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 approve only 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 and so on of an organizational/administrative nature, which would be the responsibility of management of the overall civil registration and vital statistics improvement programme	

Number	Activity	Status
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	Deliver 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 civil registration and vital statistics monitoring plan	
33	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: <ul style="list-style-type: none"> • 3 months after launch • 6 months after launch • 12 months (1 year) after launch • 18 months after launch • 24 months (2 years) after launch • 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 towards achieving the intended behaviour and social change results. Strategic approaches and specific activities for the three phases have to be detailed in the implementation workplan. The three phases suggest results-based milestones. Close implementation and behaviour monitoring between the phases will enable programme managers to review results and accordingly adjust and decide activities for the subsequent phase.

1. Phase 1 focus:

- 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
- Behaviour 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

- Behaviour 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
- Behaviour monitoring results reported
- End-of-term review conducted.

B. Time frame and necessary resources

575. One of the first tasks of the communication for development subcommittee is 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 workplan.

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 civil registration and vital statistics systems, legislative changes and other registration improvements.

578. In order to develop the time frame 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):

- Make a list of the major communication for development action tasks, by category, for which plans have to be made;
- Determine a tentative, realistic time frame in which those communication planning and development tasks/events will take place;
- 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 paragraph 558(b) above);
- 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;
- Acquire the additional human resources required. The most economical method would be to second persons in the Government services for the required time-period;
- Train all those 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 civil registration and vital statistics 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 and

so on in administrative, legal and technical matters will be under the jurisdiction of the management of the civil registration and vital statistics 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 and so on, 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 civil registration and vital statistics 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 semi-annually. 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 workplan can be prepared to improve civil registration and vital statistics systems consists of three major components:

- (a) Legal framework, including legislation and regulations;
- (b) Administrative and organizational procedures, including management operation and maintenance which could also include computerization of registration systems;
- (c) 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 depend 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 statistics office or its equivalent may initiate an overall civil registration and vital statistics improvement programme that includes a communication for development programme.

588. A unified plan for strengthening civil registration and vital statistics 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 civil registration and vital statistics 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 at the: (a) national level (or state/province decentralized systems); (b) regional level; and (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. International, regional and bilateral agencies and NGOs 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 suggested time frame 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 subcommittee 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 and so on. If an in-depth study has already been conducted to ascertain the current status of the country's civil registration and vital statistics 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. It

should be possible to prepare the proposed plan for the Government 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 subcommittee is established until the strategy implementation is launched will take at least 24 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;
- (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 that element of the programme. Such training by management will be closely coordinated with the communication for development programme.

593. A template for activity planning can be found in the annexes.

C. Partnerships

594. In order to maximize the effectiveness and efficiency of the civil registration and vital statistics 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 UNFPA, UNICEF, UNDP, the Food and Agriculture Organization of the United Nations (FAO), WHO, NGOs and others 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. Those 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 NGOs may be summarized as follows:

- (a) A variety of NGOs 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 that 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.

D. 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 civil registration and vital statistics 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 civil registration and vital statistics 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.

Use the guides annexed hereto for 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 that 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 illiterate people, 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 (e.g., it may be under 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 the 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

It is important to establish a monitoring system from the outset, in conjunction with a strategy, to serve as a mechanism to measure changes over time. It can then be attributed to communication for development interventions. Behavioural monitoring is an innovative alternative with several unique strengths:

- It allows for tracking behaviours of the intended audiences or stakeholders by proxy indicators, and measures the efficacy of communication for development programmes;
- It is participatory in nature and serves as a tool for empowering populations in communities where change interventions are implemented;
- Repeated/continuous monitoring is embedded in programme implementation, allowing for change to be measured over time;
- Participatory behavioural monitoring answers the “how” questions and 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:

- Number of parents and caregivers who can explain the registration procedure;
- Number of caregivers who can cite one benefit of timely registration of vital events;
- Number 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;
- Number of registered vital events.

With guidance from a behaviour monitoring specialist, the following intermediate behaviour change indicators can be tracked against base, mid and end line behaviour change data:

- Percentage (or proportion) of legislators/policymakers/village leaders who are publicly supportive of timely registration of all vital events;
- Percentage of financial and human resources in civil registration and vital statistics improvement programmes that are available for communication activities;
- Proportion of mass/social media that regularly post evidence-based pro-registration arguments to counter anti-registration sentiments on mass media and online platforms;
- Percentage of persons (disaggregated by education, wealth, age, sex, ethnicity, religion, minority and disability status) who are aware of registration procedures and who take the necessary steps/dedicate the necessary resources to register all vital events in the family;
- Proportion of communities that received opportunity to engage in dialogue with a registrar in the past three 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.

A. Launching 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 planting 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 that 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. At the same time, Internet and the social networks should be used and to ensure a large presence on those media platforms as well.

608. Appropriate persons need to be designated to ensure that each task is covered and properly carried out. Appropriate persons should also be involved in the launch, such as the Head of State, cabinet ministers, influential regional/provincial/state/local political figures and community leaders and public opinion makers.

B. Monitoring and evaluation

609. It is envisioned that there will be an overall national committee that will oversee all aspects of the civil registration, vital statistics and identity management improvement programme, including legal, administrative and management improvements, as well as a communication for development subcommittee that will work in close collaboration with it.

610. The civil registration and vital statistics 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 civil registration and vital statistics

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 civil registration and vital statistics 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 geographically detailed the impact of the improvement programme should be monitored. Past registration figures should then be populated in a chart format, covering the previous three years, 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 underregistration is the dual records system. For details on how to carry out a quantitative and qualitative evaluation by direct or indirect methods of civil registration and vital statistics systems, reference is made to the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 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.

⁶⁸ *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance, Rev. 1*, 2021, chap. IV.

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. Those 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 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, requiring technical guidance from a behaviour 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 replanning. 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:

- (a) Implementation or process monitoring tracks the implementation of activities and the outputs from those activities (e.g., 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 that type of monitoring also measures reach, satisfaction, quality, timeliness and participation;
- (b) Behaviour monitoring and evaluation tracks behaviour changes to measure intended changes in knowledge, attitudes and practices over time, which can then be attributed to the different communication for develop-

ment implementation modalities. Behaviour monitoring allows for tracking changes in the three levels of behaviours (i.e., knowing, feeling and doing) among the intended participant audiences or stakeholders using proxy indicators.

626. It is important to establish a monitoring system from the outset, in conjunction with a strategy to serve as a mechanism to measure changes over time. It can then be attributed to communication for development interventions. Behavioural monitoring is an innovative alternative with several unique strengths:

- It allows for the tracking of behaviours 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 in interventions are implemented;
- Repeated and continuous monitoring is embedded in programme implementation, allowing for change to be measured over time;
- Participatory behavioural 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 behavioural 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 those outcomes are achieved.

628. Agreeing on behavioural results and on indicators for measuring them, is critical. Depending on priority behavioural results and social change outcomes and on what activities are agreed annually by the committee and funded, the communication for development subcommittee should decide on a manageable number of priority indicators for process and for behaviour change to be tracked and measured.

629. Indicators provide simple and reliable means of measuring change. Indicators can also be regarded as behavioural results that are rewritten 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”.⁶⁹ They help determine whether behaviour and social change is taking place, as well as the directionality of the change. It is that 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 subcommittee to agree on a few critical implementation indicators and behaviour 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, analysing 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.

⁶⁹ *Behaviour Change Communication in Emergencies: A UNICEF Toolkit*. 2006.

633. Behaviour change outcomes or results should be monitored, measured and reported.

634. Table 9 presents an example of desired results and measurable indicators for the communication for development strategy.

Table 9
Behavioural results and their indicators that the birth of a child is registered

Parents and caregivers complete the birth registration of their children	
Behavioural result	Statement of indicator
Know the registration process	Number of parents and caregivers who can explain the registration procedure
	Number of parents and caregivers in the community
Can explain the importance of civil registration.	Number of caregivers who can cite one benefit of timely registration of vital events
	Number of parents and caregivers in the community
Overcome registration hesitancy	Number 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
	Number of parents and caregivers in the community
Complete vital events registration within one month from the occurrence	Number of registered vital events
	Number of estimated vital events in a community

635. Achievement of those or other behaviour outcomes depends on a hierarchy of intermediate behaviour change outcomes. In communication, process is important to achieving both ultimate and intermediate behaviour change outcomes. An example of a process indicator is “percentage 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 behaviour-monitoring specialist, the following examples of intermediate behaviour change indicators can be tracked against baseline, midline and end line behaviour change data:

- Percentage (or proportion) of legislators/policymakers/village leaders who are publicly supportive of timely registration of all vital events;
- Percentage of financial and human resources in civil registration and vital statistics 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;
- Percentage 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 three 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, analysed 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
- Focus group discussions (which can also be quantitative)
- 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 that 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 allowances for the possible additional costs of revision and adjustments.

Chapter VI

Recommendations for strengthening national civil registration, vital statistics and identity 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. That 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 civil registration, vital statistics and identity management 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 5 to 10 years (depending on the size of the country) after the initiation of a civil registration and vital statistics 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:

- (a) An inter-agency committee with representatives of all departments and agencies concerned with civil registration and vital statistics be established within the Government to:
 - Study the problems and deficiencies of the present civil registration and vital statistics systems
 - Determine the actions required to overcome them
 - Develop a plan for a continuing registration improvement programme
 - Justify the project on the basis of the benefits of effective registration systems, both socially and economically
 - Take all steps necessary to obtain the approval of government officials, the head of State and other elected officials, for a long-term civil registration, vital statistics and identity management improvement programme and a definite commitment to provide the required funding;
- (b) If the civil registration, vital statistics and identity management 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;

- (c) The importance of the development of integrated systems be strongly emphasized to ensure desirable coordination and standardization of registration and statistics;
- (d) Standardized data-collection systems, coding systems, definitions and classifications be adopted which will enhance comparability of data at both national and international levels;
- (e) 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;
- (f) Within the inter-agency committee, subcommittees will be established to determine and develop the following aspects to streamline civil registration, vital statistics and identity management systems:
 - A legal framework for civil registration and vital statistics systems, including standardization of forms and registration requirements
 - The administrative, organizational, operational, management procedures and maintenance aspects of improved civil registration vital statistics systems
 - The computerization of civil registration and vital statistics systems and other modern technologies
 - A communication for development programme for effective civil registration and vital statistics systems
 - Protocols on the release of individual information from civil registration for research and public uses;
- (g) 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;
- (h) The services of top-level, highly competent people be obtained to design, initiate, implement and operate the registration improvement programme on an ongoing basis;
- (i) 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 socioeconomic 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;
- (j) 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, be standardized;
- (k) 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 should 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 the authority to standardize forms, procedures and methods, and to coordinate, unify, supervise and promote efficient and effective registration;

- (l) 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;
- (m) Registration should be made legally compulsory for every vital event that occurs 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;
- (n) 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);
- (o) The presence of certificates should condition the provision of various services, including religious services related to vital events;
- (p) 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;
- (q) 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. Confidentiality should be mentioned in all communication interventions;
- (r) 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;
- (s) 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 policymakers of the Government;
- (t) Local registrars be trained in friendly service delivery and be able to show a friendly attitude in interpersonal communication with beneficiaries;
- (u) The new system include, 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;
- (v) 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;

- (w) 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;
- (x) 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 and so on be obtained in order to help ensure the success of the registration improvement programme, particularly at the community level;
- (y) Innovative tools be used for obtaining the desired behaviour change and address the anti-registration social norms (edutainment, social media, telecommunications and so on);f
- (z) A mechanism be established to monitor and evaluate the accomplishments (or failures) of the communication for development programme and the overall civil registration, vital statistics and identity management improvement programme and to make recommendations for further improvements to the system.

Annex 1

Analysis of determinants of non-registration in Guinea: data collected by focus groups and 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 pieces of paper that are considered useless by the majority of the population, including the birth certificate, which can actually be used to enroll in the school and obtain an identity card, and other civil status documents. It should be mentioned that the general practice is religious ceremonies for births, marriages and funerals. For Muslims, who represent the majority of the population in Guinea, religious traditions related to birth, death and marriage are much more important than civil registration. In addition, mosques keep records of all vital events, and some of them provide a document confirming the event. Such a 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 four civil registration centres visited during the mission, registration rates were very low. Although the birth registration situation appears to be high in recent research (multiple indicator cluster surveys, 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 centre, 630 births took place in the centre and a few hundred (the exact number is not available) occurred in health posts. The registration rate is therefore less than 10 per cent 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 2,000 during the reference period of two months). In that case, the recording rate is even lower than 10 per cent. In the municipality of Friguigbe in the last two years (2017–2019), only 103 births were recorded, with 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 those data (unrepresentative, but important for understanding trends) and data collected during research such as multiple indicator cluster surveys 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 were only three deaths recorded. In Mambia, for eight years, 100 deaths were recorded. It should be mentioned that there is a period of three 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, it being linked to inheritance;
- After the death of a loved one, people should mourn and not seek to obtain documents;
- Children need the birth certificate to go to school, but it can be obtained later – there is time;
- Everyone receives a birth notification in the health facility, another document is not necessary;
- Only a man can record vital events; women do not know how to.

Legislation/policy

Appropriate policies need to be developed. However, the understanding of the legal provisions is 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 those 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 anyone to oppose it. 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 US\$ 25 million, 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 440,000 francs (about \$50). 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 and so on.

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 the 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. That 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 that 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, sociocultural practices and beliefs are not considered when designing demand creation programmes. 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). That 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 are supposed to be open from 8.30 a.m. to 4.30 p.m. 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 two out of four 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 two weeks to receive the logs. If the previous register was completed, no record is made during those two 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, those 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 four 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 centres. According to the competent authorities, 342 primary centres and 6 secondary centres exist now. However, since the extension of secondary centres is not yet fully implemented, people complain of a long enough distance to go to the civil registration centre. Of course, in different communities, the average distance is different. In the municipality of Mambia, the maximum distance to the civil registration centre 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 centres are necessary to retrieve a certificate: one to bring all the necessary documents and the other within a maximum of three days to retrieve the excerpts. That 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 was close to 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:

- People working in civil registration centres (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;
- Mayors lack information about the importance of birth, death and marriage registration and do not have clear written instructions on their role;
- Community actors (e.g., health workers, educators, informal community leaders, religious leaders) 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;
- 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 have an associated cost, 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 (for baptism, marriage and funerals). Civil registration fees are an additional burden for families because they do 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.

Sociocultural 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 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 six hours, then are attended 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, that information is passed on to a male parent or a friend of the father. Upon returning home 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. That is considered a control issue. For seven days after birth, the child has no name, and 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 the mother can go out. If the child does not survive the first week of life, he or she receives no name and is buried anonymously, so no birth and death registrations are done.

Registration of birth is the decision of the man because he has all the documents and money for it. According to discussions with registrars, 95 per cent of people who request registration services are men. The literacy level among women is very low 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 the guests usually bring a financial contribution as a gift for the newborn. If properly advocated, some of that money could be spent on civil registration. The extension of the birth registration deadline to six months would be beneficial in that case.

A per capita tax used to be imposed in Guinea. Although it has been 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 that time, family members are in distress 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 three days, which makes the death registration even more complicated. It is considered that if a child dies, he or she will be an intermediary between the parents and God, and may ask favours for his family. Parents and relatives should not cry or suffer.

Some cultural beliefs hinder the registration of deaths:

- One must never speak of the deceased after his death; let him rest in peace;
- Applying for a death certificate is a painful process for relatives of the deceased;
- There is no need for such a certificate, except in the case of inheritance or property division issues;
- Since burial in a cemetery costs about 100,000 francs, many people tend to be buried in the ground near the house;

- There is no obligation to bury in a specific place and no documents are required, even for burial in a cemetery;
- 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 and 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 they cannot perceive a combined solution.

On the other hand, marriages are celebrated very early in mosques. The tradition is to celebrate the wedding in a religious manner. 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 centres, marriage is perceived as a ceremony in itself, and 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. Also, 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 centres, 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 those 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, that system does not work. In addition, not all registers are well completed. There are cases in which 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 two of the four centres visited, the staff of the civil registration centres were almost illiterate, and the accuracy of the handwritten certificates was questionable. For Guinean citizens wishing to visit Europe, those certificates pose a big problem. It seems that the Embassy of France does not recognize many birth certificates or marriage certificates officially issued because of the considerable number of mistakes in them.

Annex 2

Steps in developing a communication strategy*

Developing a communication strategy to influence behaviour change does not have to take long. A strategy is necessary to ensure greater impact on behaviour. It allows you to get the most out of your budget, to measure any changes and to motivate people to achieve intended results.

When you develop a behaviour 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 (e.g., from a given programme or related sectors at a time) from government, United Nations agencies, NGOs and community representatives as quickly as possible to determine what behavioural 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.

Step Three

Determine your audiences (participant groups) and define SMART behavioural objectives and results. Define the specific desired behavioural objectives or results you would like to achieve from your communication strategy. Define behavioural results so that they are:

- Specific in terms of an issue (e.g., behaviour, skill, knowledge, attitudes), of a specific group and of the geographical location;

* *Behaviour Change Communication in Emergencies. A UNICEF Toolkit, 2006.*

- Measurable in such a way that changes in people's behaviour can be measured, either quantitatively or qualitatively;
- Achievable in that the behavioural 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 behaviour 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 behavioural results have to contribute to the overall results, that is an increase in civil registration rates.

Step Four

Based on the specific intended behavioural results, determine the details of the communication strategy:

- Which combination of communication strategies to use: advocacy, behaviour change communication, social mobilization?
- Which groups of people to involve as partners to mobilize, orient or train?
- What specific training needs and orientations are required, for which group(s) for the plan to be carried out quickly?
- Which communication activities, main messages and materials? Where can you obtain examples of messages and materials that you can quickly adapt?
- What mix of communication channels (e.g., mass media, interpersonal communication, community media)?
- What is the dissemination plan for the communication messages and materials?
- What is the timeline for communication activities?
- What is the monitoring (including indicators and means of verification), evaluation, documentation and reporting plan?
- 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 activ-

ities 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 revise plan. Based on the desired behavioural results, assess outcomes and, if possible, any impact on behaviour. Disseminate results to partners, including community members. Determine the need for follow-up and for continued support to shape behaviours. 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

Sample agenda for the workshop on situational analysis and communication for development strategy elaboration

The table starts on the following page.

DAY 1				Responsible	Necessary documents and tools
Time	Session	Training method			
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 civil registration and vital statistics improvement programme	Presentation			
11.00 – 11.20	Coffee break				
11.20 – 11.50	Presentation of theoretical approach to communication for development	Presentation			
	Discussion	Debate			
11.50 – 12.20	The situation regarding civil registration in the country	Presentation			
		Discussion			
12.20 – 12.40	Interactive exercise: mapping of civil registration initiatives implemented in the country Relevant participants/stakeholders should be involved in this exercise	Exercise			
12.40 – 13.00	SWOT and causal analysis	Plenary presentation			
13.00 – 14.00	Lunch				
14.00 – 15.00	Group work: Group 1. Causal analysis Group 2. SWOT analysis	Exercise			
15.00 – 16.00	Presentation and validation of group work	Discussion			
		Validation			
16.00 – 16.20	Coffee break				
16.20 – 16.50	Presentation on setting goals and objectives Plenary discussion: Identification of objectives for the communication for development strategy	Presentation			
		Plenary discussion			
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, discussion and validation	Plenary discussion			
18.15 – 18.30	Conclusions				
DAY 2				Responsible	Necessary documents and tools
Time	Session	Training method			
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 the micro level (individual, family, community)	Plenary discussion			
		Exercise			
10.30 – 11.30	Group work: Participant analysis at the micro level (individual, family community) – behaviours, barriers, social norms	Exercise			

DAY 2 (continued)					
Time	Session	Training method	Responsible	Necessary documents and tools	
11.30 – 11.50	Coffee break				
11.50 – 13.00	Group work: Participant analysis at the micro level (individual, family, community) – behaviours, barriers, social norms	Exercise			
13.00 – 14.00	Lunch				
14.00 – 15.00	Plenary presentation of group work, brainstorming, validation	Plenary discussion			
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 (contd.)	Exercise			
17.00 – 18.00	Plenary presentation of group work, brainstorming, validation	Plenary discussion			
18.00 – 18.15	Conclusions				
DAY 3					
Time	Session	Training method	Responsible	Necessary documents and tools	
9.00 – 9.15	Report day 2				
9.15 – 9.45	Theoretical presentation: Messages and arguments Discussion	Plenary presentation and discussion			
9.45 – 10.15	Reminder: Objectives, participants and barriers	Presentation, discussion			
10.15 – 11.30	Group work: Micro level – for each objective, identify participants, existing behaviours, desired behaviour, messages, arguments	Group work			
11.30 – 11.50	Coffee break				
11.50 – 13.00	Group work: Micro level – for each objective, identify participants, existing behaviours, desired behaviour, messages, arguments	Group work			
13.00 – 14.00	Lunch				
14.00 – 15.00	Plenary presentation of group work, brainstorming, validation	Plenary discussion			
15.00 – 16.00	Group work: Intermediary (meso) and national (macro) levels – determine messages, arguments for social change and advocacy	Group work			
16.00 – 16.20	Coffee break				
16.20 – 17.00	Group work: Intermediary (meso) and national (macro) levels – determine messages, arguments for social change and advocacy (contd.)	Group work			
17.00 – 18.00	Plenary presentation of group work, brainstorming, validation	Plenary discussion			
18.00 – 18.15	Conclusions				

DAY 4					Responsible	Necessary documents and tools
Time	Session	Training method				
8.45 – 9.00	Report day 3					
9.00 – 9.15	Reminder: SWOT analysis	Presentation				
9.15 – 10.00	Plenary discussion: Platforms and implementation mechanisms – all levels	Plenary discussion				
10.00 – 10.15	Presentation: Different communication for development approaches	Presentation				
10.15 – 11.30	Development of implementation plan for 3 categories of participants at micro level; group activities by category: behaviour change, social change, community mobilization media, advocacy	Group work				
11.30 – 11.50	Coffee break					
11.50 – 13.00	Development of implementation plan for 3 categories of participants at micro level; group activities by category: behaviour 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 discussion				
15.30 – 15.45	Reminder: Participants at meso (intermediary) and macro (national) levels – instructions for group work	Presentation				
15.45 – 16.30	Development of implementation plan for participants at meso and macro levels; group activities by category: social change, capacity-building, advocacy	Group work				
16.30 – 16.50	Coffee break					
16.50 – 17.30	Development of implementation plan for participants at meso and macro levels; group activities by category: social change, capacity-building, advocacy	Group work				
17.30 – 18.30	Plenary presentation of group work, brainstorming, validation	Plenary discussion				
18.30 – 18.45	Conclusions					
DAY 5					Responsible	Necessary documents and tools
Time	Session	Training method				
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	Closing remarks				

Annex 4

Identification of main strategy participants (audiences)*

Identification of problem

Overall objectives	
Behavioural objectives	
Communication objectives	

Main groups of participants

<p>At community level Primary participants (individuals) = whose behaviour 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.</p> <p>At intermediary level Who will be responsible for the implementation of the strategy: authorities, NGOs, media?</p> <p>At national/regional level Who are responsible for policy development, assigning financial resources and ensuring State and international policies?</p>		
Community	Individual	
	Secondary	
	Tertiary	
Intermediary		
National/regional		

* See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Annex 5

Behavioural analysis*

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 behaviour for each participant group?					

Behaviour 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 behaviour?					
What are the barriers to adopt the desirable behaviour?					

* See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Annex 6

Identification of messages and arguments*

	Primary	Secondary	Tertiary	Intermediary level	National/ regional level
Participants					
Desirable behaviour					
What would you say to each participant group to recommend this behaviour (message)?					
What arguments would you offer to these groups to change their behaviour or to support others in adopting a new behaviour? What would be the advantages?					
Information channels					
Sources of information					

* See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Annex 7

Activity planning*

After conducting the analysis, setting the objectives, identifying the participants, channels and messages, you should plan the activities. In order to achieve the desired behavioural results, you will need at least two 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.

Activity planning format to be used in exercises during strategic planning workshops

Number	Activity	Channel	Source	Timeline	Responsible
Primary participants					

Number	Activity	Channel	Source	Timeline	Responsible
Secondary participants					

Number	Activity	Channel	Source	Timeline	Responsible
Tertiary participants					

Number	Activity	Channel	Source	Timeline	Responsible
Participants at the intermediary level					

Number	Activity	Channel	Source	Timeline	Responsible
Participants at the national/regional levels					

* See *Global Communication Strategy Development Guide for Maternal, Newborn, Child Health and Nutrition Programs*, UNICEF, 2015.

Annex 8

Generic pre-testing questions for various prototypes of communication materials*

The table starts on the following page.

* See *Effective Communication for Measles and Rubella Elimination in the African Region: Guidelines*, UNICEF, 2015; *Communication Pretesting*, Media Monograph 6. Communication Laboratory, Community and Family Study Center, University of Chicago, 1978; and Guy Scandlen, *Pre-testing: A short handbook*. 2008.

Radio and television spots (Sample size: 10–20 people)	Films and videos (Sample size: 10–20 people)	Posters (Sample size: 10–20 people)	Pamphlets/booklets (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 the following questions: A. What do you think the message of the film/video is? What do you think the film/video was trying to tell you? B. What do you think was the main reason this film/video was made? • To entertain people? • To inform people about something? • To persuade people to do something?	First, I would like to show you this [image, photograph] that we wish to use in a poster. Please tell me what you see? (Probe: What feelings does it evoke; what is it telling you?)	If you are developing a pamphlet/booklet, follow some of these procedures: Our organization is developing a pamphlet/booklet on _____ for your community. We would like to seek your advice on the cover. Here are three designs [show designs A, B, C]. Which one do you like best, and why?
Did you feel that the spot was asking you to do something in particular? Y, N, DK; If yes, what?	In general, do you think it is a good idea to have a film/video on _____? What is good or bad about it?	Now I would like to show you the poster. Please tell me, in your own words, what is the message of this poster? (Probe: What is it telling you?)	Which colour do you like best for the cover? [Show choices A, B, C]
Did the spot say anything you don't believe to be true? Y, N, DK; If yes, what was not true?	Did the film/video say anything that might bother or offend people who live in _____? Y, N, DK; If yes, what?	If the people interviewed cannot read: Please looking at this poster and tell me what you think it is telling you?	These are the titles we are considering: [show choices 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?	Do you think this film/video is intended for someone like yourself or is it for other people? (a) Like myself; (b) Others; (c) DK; if "others", why?	Do you feel that the poster is asking you to do something in particular? Y, N, DK; If yes, what?	Here are the images/photographs/drawings we are thinking of using [show some]. In your opinion, what are they saying?
Do you think this spot is intended for someone like yourself or is it for other people? (a) Like myself; (b) Others; (c) DK; if "others", why?	Do you think this film/video is intended for someone like yourself or is it for other people? (a) Like myself; (b) Others; (c) DK; if "others", why?	Is the poster saying anything that you don't believe to be true? Y, N, DK; If yes, what is not true?	If the people/person interviewed do/does not understand the images, tell them: We hope that these images are show _____. How can we improve them so that they do that?
Was there anything you liked very much about the spot? Y, N, DK; If yes, what?	Was there anything you liked very much about the film/video? Y, N, DK; If yes, what?	Is there anything in the poster that might bother or offend people who live in _____? Y, N, DK; If yes, what?	If you are testing a completed pamphlet, use the following questions: I would like to show you a pamphlet that we are developing for your community. As you can see, it contains pictures and some text. Please read the text underlined in red and let's talk about them when you have finished.

Radio and television spots (Sample size: 10–20 people)	Films and videos (Sample size: 10–20 people)	Posters (Sample size: 10–20 people)	Pamphlets/booklets (Sample size: 10–20 people)
Was there anything you didn't like? Y, N, DK; If yes, what?	Was there anything you didn't like about the film/video? Y, N, DK; If yes, what?	If the poster contains images of people, ask: Do the people you see in the poster remind you of yourself or your friends or do they look quite different from you or your friends? • Like him/her and friends • Different from him/her and friends • Don't know If different, in what way?	I will read each text underlined in red and ask you to tell me, in your own words, what message are they conveying: [Go over each text underlined in red]
Compared to other spots on the radio/television these days, how would you rate this spot: • Excellent • Good • Fair • Poor • Don't know	Do you think this film/video should be shown to other people like yourselves, or would it be better to show a different film/video instead?	Is there anything in particular that you like very much about this poster? Y, N, DK; If yes, what;	What do you think the pamphlet is saying or asking people to do? Is there anything in the pamphlet that you do NOT believe is 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 can we do to improve the spot so as to give the intended message?		Is there anything you don't like about the poster? Y, N, DK; If yes, what?	Do the people in the images remind you of yourself or your friends/people in your community? • Like him/her and friends/community • Different from him/her; friends/community • Don't know If different, in what way?
		What can we do to improve the poster so that it sends the intended message?	Is there anything you particularly like about the pamphlet? Y, N, DK; If yes, what?
			Is there anything you don't like about the pamphlet? Y, N, DK; If yes, what?

Annex 9

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/director of the communication for development office
4. Assistant head/director
5. Research and planning officer
6. Secretary
7. Since extensive travel may be required, one person in charge of travel; and depending on the circumstances, a driver
8. Officers on the inter-agency committee
9. Communication for development subcommittee
10. Officer responsible for training
11. Officer responsible for media relations
12. It may be advisable to have a project director to oversee the overall registration improvement programme (including implementation of other components, e.g., legal framework, administrative/organizational improvements, and automation of the registration systems)
13. Other personnel seconded from other departments/agencies, as required (presuming that their salaries would continue to be drawn from the department of their regular employment)

The human resources listed above are guidelines only and should be adjusted in accordance with the size and complexity of the country undertaking a communication for development programme within the overall civil registration and vital statistics improvement programme. Note that the human resources requirements for the latter are not covered in the present *Handbook* because they are not within its scope.

Annex 10

Job descriptions of personnel for the communication for development office

Staffing

The following is a brief description of the types of qualifications and experience 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 another government office, as well as a high level of organizational skills, knowledge and experience in research and writing briefing papers to government officials as well as speech writing. The person must have an understanding of how the Government works and the ability to communicate effectively with different groups, e.g., the medical profession, lawyers, government officials, and to draft long-term plans for monitoring and evaluating the programme, and knowledge of communication for development, behaviour and social change, social norms. Desirable qualifications and experience include a university degree in communication, social psychology, public administration or related discipline, and adequate experience in communication and education. Good judgment and ability to act independently are required.

Assistant Head of office: This position requires a person with experience and expertise in working with the media of the country, knowledge of which media are most effective in each region and for which specific target groups, and the ability to write press releases, radio/television spots, broadcasts, speeches and so on. 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 qualifications and experience include a university degree in communication, journalism or related discipline, and adequate experience in communications, advertising, public relations or equivalent combination of training and experience. Experience with government communications would be an asset.

The Assistant Head of office should have experience in administration and a high degree of “people skills” for communicating with other government departments and officials at the regional/local levels. This person would be responsible for the actual bookings in commercial media campaigns, coordinating and placing advertisements in print media, broadcast spots and other media, drawing up detailed budgets and approving invoices for payment to commercial media. The Assistant Head of office would also coordinate participation in talk shows and public affairs programmes.

He/She 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, people living in rural areas with poor communication access and/or 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 analysing 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 judgment. 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 with administrative work. Duties would include typing/text processing 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 and so on. 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 and so on, and a general news relations programme.

In addition, action at an early stage should be taken to obtain the services of an artist/graphic designer 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 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 would have to be included.

Annex 11

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. Personnel:
 - Project director
 - Director of the communication for development office
 - Assistant director of the communication for development office
 - Research and planning officer
 - Secretary
 - Others, including members of the subcommittee
2. Operating expenses:
 - Office space
 - Office furniture
 - Office equipment, including computers and printers
 - Stationery/supplies
 - Telephones/electricity
3. Research and planning, including surveys
4. Travel, including within the country
5. Meetings and training sessions of the communication for development office staff, inter-agency committee and communication for development subcommittee 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 and so on. 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 listed materials
8. Production of required materials
9. Expenditures for mass media, general education and communication activities
10. Monitoring and evaluation of impact/effectiveness of programme

The components of the first stage of the overall civil registration and vital statistics systems registration improvement programme may take approximately 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 subcommittee, as well as on-going mass media campaigns and general communication programmes should also be prepared. If necessary, prepare budgets for an additional five-year period.

Annex 12

**Communication for development:
costed implementation plan by activity,
implementer and estimated costs**

The table starts on the following page.

Implementation modality	Activity	Task	Implementer	Timeline				Channels	Tools/ support materials	Budget details (US\$)	Cost estimate (US\$)	Expected output
				2019	2020	2021	2022					
A. STRATEGY 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		

Annex 13

Successful practices in Kenya

Knowledge, attitude and practices survey

In spite of many efforts put in place by the 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, from 3 to 5 September 2013, called on African countries to conduct a comprehensive assessment of respective national civil registration of vital statistics 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. A knowledge, attitude and practices study aimed at generating qualitative information on civil registration at the community level will enable civil registration and vital statistics to 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 in Kenya.

The need for an efficient civil registration system in a country is fundamental. For example, the registration of a newly born child is a right that ensures governments make adequate plans for that child. 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 United Nations agency, places high priority on the registration of births for all children to facilitate universal registration and certification of children. In order for those activities to lead to maximum benefits, timely and efficient birth registration systems are critical.

It is important that every vital event be registered. That is expressly recognized in various international conventions and charters, which provide that every child has a right to an identity and nationality. Among those 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 2010 Constitution of Kenya, espouses specific rights for citizens that can be fully realized only with proper documentation of every citizen, including newborns 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 parents/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; safety and security in some regions; lack of incentives to register; and 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 Homa Bay, Turkana and Kilifi counties.

In particular, the baseline surveys sought to determine:

- Awareness level of the registration agents and parents on the importance of civil registration as well as their attitudes and practices;
- 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 those who do not have national identity cards and in cases where the parents are unknown), challenges faced by mothers without spouses or who choose not to reveal the father of the child for personal reasons, inadequate infrastructure, the legal environment as well as distance were also to be explored.

The goal of the knowledge, attitudes and practices survey is to generate information required to:

- 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;
- Strengthen opportunities for integrating birth and death registration with other sectors (e.g., health, education and child protection);
- Strengthen the use of evidence-based research by the civil registration department to support advocacy for extra resource allocations towards birth and death registration activities;
- 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;
- To generate data to contribute to the development of innovative ways through the existing information technology systems in the country to strengthen civil registration and use them as benchmarks for the civil registration department to improve their automated systems.

The survey establishment

Knowledge regarding registration of births in the three counties is high (75 per cent reported that a child born in Kenya should be registered). In spite of that knowledge, most people do not register the births of their children. That 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 given notification of their births, but fewer have gone further to process their birth certificates.

On the other hand, the survey found that knowledge regarding death registration is low compared with birth registration; 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 with 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.

Attitudes: There are various attitudinal factors that hinder registration of births in Homa Bay, Turkana and Kilifi. They 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 the problem of “lack of identity”, mothers find it difficult to give notification of the birth of their children. There are also cultural factors, such as a nomadic way of life, which require constant movement with their animals in search of pasture and water, that keeps them from registering their children. Religious beliefs also influence the registration of births. Those same reasons were alluded to as factors that impact 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 goes against social norms.

The community practices in those counties bring out vividly how structural forces influence registration of births and deaths. Distance is a key factor that influences community practices. That, 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. That 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 civil registration department to the community should contribute to improved birth and death registration and certification.
3. The use of *barazas* (public meetings) for passing information to the community is a great way to reach many people. That 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. That 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 centres will help support birth and death registration efforts. In Homa Bay, that 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 centres by offering to deliver application forms and bring birth certificates when they are ready. That could be done during their monthly returns and therefore should not bring about extra costs on the part of the registration agents. That 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, in particular, greater emphasis on registration and certification of deaths. People should be educated on the importance of registration of deaths and where to go to register them. Similarly, focus emphasis should be placed in educating people about the benefits of a death certificate for everyone.
6. The majority of residents in Turkana do not notify or register the birth of children or the death of individuals within their households. Data show that in spite of low notification and certification levels, individuals think that others are notifying and registering the birth of children and the death of individuals. That gives a perfect opportunity upon which social norms may be changed within the community in order to improve utilization of civil registration services. The 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 so and driving individuals to conform to what they believe others are doing, notification and certification of births and deaths will improve.
7. Owing 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 those communities to register people and provide birth and death certificates.

Annex 14

Communication for behavioural impact in Kenya

Introduction

A continuing global dilemma for health and social development professionals is finding effective ways to encourage adoption and maintenance of behaviours that enhance people's lives, the critical challenge being that of achieving behavioural impact. Communication for 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 and offers a dynamic approach to achieving behavioural results in social development, and not just results in terms of increased awareness and knowledge.

Its methodology effectively integrates public sensitization and education, information education communication, community mobilization, consumer communication techniques and market research, all directed sharply and smartly to specific, precise behavioural outcomes.

Rationale for communication for behavioural impact

Conventional information education communication and advocacy programmes have been able to increase awareness and knowledge but have not been as successful at achieving behavioural results. That 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 falls 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 are leaving the childbearing cohort. Secondly, high turnover of registration agents (due to natural attrition, transfers or otherwise) leading to entry of new staff into the system who are not aware of importance of vital registration.

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 (sublocation) and in all health facilities, most of the members of the community were not utilizing them. It was therefore learned that in vital registration the ultimate goal is behavioural impact: someone doing something.

The behaviour 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 targeted Kwale and Kilifi counties. The following strategy was applied:

Training: Officers drawn from civil registration head office and subcounty registrars from Kwale, Kinango, Kilifi and Malindi together with those from a supporting partner (Plan International) were taken through a one-week training programme from 18 to 23 April, 2016. The title of the programme was “Strategic communication planning: communication for behavioural 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 Center in Indianapolis, Indiana. The objective of the training was to enable participants to develop skills in applying the 10-step COMBI approach to designing a strategic communication plan for behavioural impact in birth registration programmes, and to consequently complete a partial draft birth registration COMBI plan for actual implementation in Kenya.

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

Behavioural objective/s: To have 65 per cent of mothers giving birth in Kilifi and Kwale counties registered within 6 months

Situational market analysis: This was carried out in Kwale county. It involved visiting households/families and 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 (e.g., time, effort, money) in relation to their perception of value of the behaviour to their lives was explored through a cost versus value calculation. It also involved visiting a sample of health facilities – among them, Diani health centre and Lunga Lunga subcounty hospital – to examine where and from whom people seek information and advice on vital registration issues and why they use those 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 25 January 2018. Meetings and discussions were held with heads of Government departments, leaders from national Government administrative officers from Kwale and Kilifi counties as well as those in charge 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, and there were road shows in marketplaces where posters, leaflets and pamphlets were distributed.

3. **Sustained appropriate advertising:** Continuous advertisements on vital registration were carried out on 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 subcounty civil registrars.
5. **Point-of-service promotion:** Road shows informing the community where and when to register were held in marketplaces.

Mother and child health registration strategy

Over the years, the Department of Civil Registration has been conducting awareness campaigns to raise registration coverage, but it has not been possible to cover the whole country due to inadequate funding. In 2013, the Civil Registration Services, with the support of partners through the technical working group, developed a strategic plan for 2013–2017. The CRS Strategic Plan 2013–2017 had a goal of 100 per cent registration of births and deaths by the year 2017. Among the strategies proposed under the first objective of registration of all births, was the implementation of the mother-child health strategy to accelerate registration of births. Leveraging civil registration on the mother-child health platform, which has 90 per cent coverage for the first Bacillus Calmette–Guérin (BCG) vaccine against tuberculosis, will accelerate registration of births in the country.

The launching of the mother-child health strategy allows for registration of births of all unregistered children born at home and presented for immunization. A memorandum of understanding was entered into with the Ministry of Health, and a circular from the director of medical services was sent out to all County Directors of Health through the county executive committees to implement the strategy. However, the health personnel require training workshops on how to implement the strategy. The Department, with the support of partners (WHO, UNFPA, Centers for Disease Control and Prevention, MEASURE Evaluation, PLAN), implemented the mother-child health strategy in the following 17 counties by conducting workshops for all registration agents: Homa Bay, 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, conducted sensitization workshops to health management teams 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, Mander and Garissa.

Implementation of the strategy saw a rise in registration coverage in the counties where it was launched, leading to increased coverage nationally from 58.4 per cent in 2013 to 73.4 per cent in 2018.

Table 10 displays the performance of some selected counties before and after the launch of the mother-child health strategy. In 2016 and 2017, there was a downward trend in birth coverage. That is attributed to inadequate supply of registration materials due to delays in printing in 2016 and industrial action by health workers in 2017.

Table 10
Kenya: birth coverage by county

County	Year launched	Coverage						
		2011	2012	2013	2014	2015	2016	2017
Kenya		54.8	55.3	58.4	67.8	65.9	64.1	60.9
Migori	2012	43.7	31.8	39.3	65.6	59.1	69.8	68.3
Homa Bay	2014	27.5	29.7	35.3	61.3	74.4	66.2	53.4
Siaya	2014	32.2	40.4	59.1	74.7	64.6	62.6	59.9
Kilifi	2012	46.4	51.9	55.9	75.1	73.3	63.7	53.9
Kwale	2014	39.1	37.3	42.4	68.4	56.1	56.0	46.5
Isiolo	2016	37.6	39.3	50.6	76.6	75.2	84.4	80.2
Wajir	2016	18.4	19.4	17.5	18.8	18.4	22.2	19.0
Marsabit	2016	33.0	36.8	38.9	64.9	77.0	84.0	52.8
Nakuru	2015	49.1	47.9	46.4	69.4	74.4	75.5	69.9

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