COUNTRY REPORT ON CIVIL REGISTRATION
AND VITAL STATISTICS SYSTEMS
IN INDONESIA

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APPENDIX

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I. GENERAL BACKGROUND

The Republic of Indonesia is an archipelago country comprising more than 17,000 islands, few of which are inhabited, straddles along the equator, lies between Asia and Australia, between the Indian and Pacific Oceans. There are five major islands namely Sumatra (473,481 sq km), Java (132,186 sq km), Kalimantan (539,460 sq km), Sulawesi (189,216 sq km), and Irian Jaya (584,974 sq km). The rest consists of thousands of small islands, summing up the total land areas of 1.9 millions sq. km. It has two distinct ecological zones with different types of flora and fauna, and characterized by variations due to differences in topography, including snow capped mountain in Irian Jaya, the dry savannahs in Nusa Tenggara and humid areas in Kalimantan.
Indonesia is administratively divided into 27 provinces, also known as the First Level Regions. The next lower administrative units are regencies or municipalities or the Second Level Regions which are further divided into sub districts. The sub districts are made up the lowest formal administrative units, the villages. In 1990, according to the census reports, there were 241 regencies, 56 municipalities, 3,623 sub districts, 6,670 urban villages and 62,025 rural villages.

Although the greater part of the population can speak national language, Bahasa Indonesia, there are more than 350 local dialects spoken by various ethnic groups which are of different level of development. The largest ethnic group is the Javanese which is the majority of the population of Central Java, Yogyakarta and western part of East Java, comprising about 39.4 percent of the total population of Indonesia. The second largest ethnic group is the Sundanese (15.87 percent), followed by Maduranese (4.3 percent) and other ethnic groups which each comprises of less than 1 percent.

The first five year period of the first long-term development plan in Indonesia was started in 1969. At the beginning of the development programs were focus on the development of the agricultural sector, later on shifted to the manufacturing and service sectors. Currently increasing proportion of funds and sources are dedicated for enhancement of manufacturing industries. At same time, the momentum of agricultural growth was maintained in order to support the industrialization process. Within the frame work of an overall development plan, the transportation and communication facilities were also being improved to that large differences in development levels between provinces were reduced and a more equitable benefit could be derived from the development programs launched during the last two decades. This has drastically changed the living conditions of the people and substantial progress has been achieved, particularly in stabilizing political and social economic conditions.

II. DEMOGRAPHIC AND BASIC INFORMATION OF THE COUNTRY

Indonesia is facing a large number of population and a relatively high rate of population growth. Recently the rate has been declining rapidly, but it was still high in relation to the social and economic conditions of the country. The second problem is uneven distribution of the population among the islands. More than 60 percent of the Indonesian population live in Java, an island which comprises only about 7 percent of the total land area of Indonesia. The third problem is population quality which determines its productivity and capability for improving the quality of life. Hence, population development policies and programs are aimed at three areas, i.e, family planning and health services, transmigration or population re-distribution and education, and other cross sectoral efforts in the area of population quality.
Results of the 1990 Population Census of Indonesia showed that the total population was 179.4 million, compared to 147.5 million in the 1980 Population Census. This means that the annual population growth for the period of 1980-1990 was 1.98 percent. The rate of growth for the period 1971-1980 was 2.32 percent. The decline of rate of growth was attributed to the decline of fertility. The TFR decreased from 5.6 in the period 1967-1970 to 3.02 in the period 1988-1991. The effect of fertility decline was largely on the age structure of population, in which the percentage population under 15 years of age declined from 43.9 percent in 1971 to 40.9 percent in 1980 and became 36.6 percent in 1990.

The decline of fertility mentioned earlier was mostly due to the increase of women in the reproductive ages using contraceptive devices. Results of the Demographic and Health Survey, conducted in 1991, indicated that among currently married women, about 66 percent have ever used contraceptive methods at sometime, and 50.3 percent are currently using one (47.7 percent modern methods and 2.6 percent traditional methods). Pills were the most common method, used by 15 percent of all currently married women, followed by IUD (12 percent) and female sterilization (3 percent).

The increasing age of marriage of women undoubtedly also has some contribution to the fertility decline, although it is not as large as the effect of contraceptive use. The age at marriage of Indonesian women increased from 19.6 year in 1971, to 20.0 year in 1980, and to 21.9 year in 1990.

The mortality level during the past two decades has also been declining rapidly. The current estimates of Crude Death Rate was 8.5 per 1000 population, compared to 21 per 1000 population during the 1960's. The death rate will continue to decline in the future, but the speed of the decline will not be as fast as that of during the 1970's, since the death rate has been already very low.

Internal migration for the last two decades was significantly accelerated, especially from the highly densely populated areas in Java to the rest parts of the country. However, the natural increase of the Java is still higher than the total number of population that has been moved out to other islands. Hence, the uneven distribution of population for many years is practically unchanged. However, the transmigration program is still being continued in the future because it is not only an effort to move people from densely populated areas to a more sparsely ones but it also has positive contributions to improving the public welfare, increasing per capita income, especially for the transmigrant families, enhancing national unity, and sustaining the national defense and security system.

The impact of economic progress on the improvement of the educational, health and employment status of population was remarkable for the last two decades. The literacy rate
increased from 60.8 percent in 1980 to 82.8 percent in 1990. All provinces pursued significant progress in the area of literacy improvement. Access to clean water was improved namely from 6.4 percent of the total households in 1971, to 7.0 percent in 1980 and then to 12.9 percent in 1990. A more dramatic picture was shown for the access to electricity for lighting, which increased from 6.3 percent to 14.2 percent and to 46.8 percent for the same period. The improvement of health and nutritional status of the population enhanced the life expectancy of the population, which means the percentage of the population aged 65 years and over increased. The percentage in 1971 was 2.5 percent, which increased to 3.3 percent in 1980 and to 3.8 percent in 1990.

III. THE CIVIL REGISTRATION SYSTEM

1. Legal frame of the system

   Population registration was introduced for the first time in Indonesia by the British rule in 1815. The system was primarily designed to register the population in each village, its changes through births, deaths and migration, and it was backed by Police Regulation (Politie Reglement). The system was still used by the Dutch with some modifications to register ethnic groups, to cover also the Europeans (Staatblad No.25, 1847), the Chinese and other foreigners (Staatblad No.130, 1917).

   The Dutch Government had tried hard to improve the system, including the improvement of the forms, the field organization and data processing. In 1929, the Dutch Government introduced for the first time a new system to register vital events in Yogyakarta (Staatblad No.751, 1920 and Staatblad No.564, 1927) for the Indonesian and later it was extended to other parts of Java and Madura (Staatblad No.75, 1933 and Staatblad No.607, 1936). The vital events were registered by the village headmen using a three part form (triplikat) which includes fairly detailed information on the characteristics of the vital events and the parents or decedents.

   After the proclamation of independence in 1945, the registration systems originated during the Dutch rule were continued. Currently, the registration are carried out by a number of government departments, namely the Department of Health, of Justice, of Religion and of Interior. The Department of Health is mainly responsible for registration of vital events occurring in hospitals. Unfortunately, there are no formal tabulations or publications of the results from this system so that it is difficult to estimate the coverage of the births and deaths. Since there is no legal requirement for this registration and because of severe weaknesses in
the system, it is probably safe to assume that the system is severely deficient and not viable as a basis for measuring level of fertility and mortality in Indonesia.

The activities of the Civil Registration Offices, under the jurisdiction of the Department of Justice, dating back to the late 19th century, were mainly to register vital events for selected sub-group of the population, particularly foreigners and very recently the activity of this office is extended to register all vital events and to issue certificates for the entire population (President Instruction No. 31/U/In/12/1966). The registration of marriages, divorces and reconciliations for the Moslem population is still under the jurisdiction of the Department of Religion.

All the registration systems mentioned above are incomplete. As the results, the systems are not fully adequate either as a legal system for establishing rights and privileges or as a statistical basis for measuring levels and trends of fertility and mortality. In recent years, there has been increasing awareness of the need to improve the existing vital registration system and to develop civil registration into a viable system for measuring changes in the size of the population and its distribution.

President Decree No.52, 1977, was issued in September 1977, to establish a nationwide population registration in Indonesia. This system is conducted through the obligatory use of household forms and identity cards and the reporting of the vital events by households. Household forms would be used initially to register the name and any other information for all household members. Each person aged 17 years and over should have an Identity Card, and the head of household is responsible for reporting any vital event occurring in his or her household. The activity is declared to be the responsibility of the Minister of Interior, who then established the Steering Committee for Population Registration. This Committee is responsible for preparing regulations, instructions and forms to be used. The official certificates of births, deaths, marriages and divorces for non Moslem, are issued by the Civil Registration Office at district level (Kabupaten), which is placed, according to the President Decree No.12, 1983 (issued on 25 February 1983), under the jurisdiction of the Minister of Interior.

2. Administrative arrangements of the system

Both vital events occurring in villages and in hospitals or in health centers outside of the villages have to be registered at the primary registration units, the division of the village head office. The facilities available for the registration and the personnel involved in it vary from one village to another which depending on the development of the villages and the budget allocated for the registration. The total number of primary registration units throughout Indonesia is 66,303 (24,671 in Java and 41,632 in other islands). The population
projection for Java in 1992 is 110,720,000 and for other islands is 75,322,000. This means the average population size of a village in Java is 4,488 and for the other islands is 1,809.

The accessibility of the registration units to the public becomes a serious problem in the islands outside Java, which consist of thousand of islands with limited transportation. Delayed or late registration of the vital events is due to that problem, which in turn, delayed in sending the results of registration to the processing units and delayed statistical processing.

Lacks of qualified staffs, especially for full time staffs, at the registration units cause problems during the registration process. To improve their capability, the office of the Minister of Population and Environment had carried out training of the staff, but it is limited to the staff of registration units in Central Java, East Java, West Java and Lampung. The training cannot be carried out simultaneously throughout Indonesia due to limited budget.

Monthly report of vital registration should be sent to the offices of Director General Administrative for Regional Autonomy, of Department of Interior. This office is responsible to handle the civil registration at national level, and to coordinate a regular meeting among the departments involved in the civil registration.

3. Procedures for registration

The heads of the villages have to carry out three types of registration of the population of the village that is, first to register all members in every household using household form, second to register vital events, e.i. births, deaths and movement of the population, and third to issue identity cards for the adults. The household forms were completed by the heads of the villages soon after the President Decree, No.52, 1977 was ratified. It contains detail information of the head of the household and its member including name, sex, relationship to the head of household, date and place of birth, marital status, religion, citizenship, education, literacy, work status, place of origin and date of entering the village. The household forms are kept at the village office as a basic information of all population living in the village and the head of the village is responsible to update those information if there are some changes on the composition of the household due to births, deaths and migrations.

The births and deaths, including foetal deaths occurring in the village are registered using forms, specially design for that purpose (see appendix). Each form should be
completed in 3 copies (triplikat). One copy is kept at the office of the village as an archive, one copy is sent to the office of sub-district together with monthly report of the vital events and the last one is for the informant for application of formal births or deaths certificate from the office of civil registration at district level (Kabupaten).

The head of the village is also responsible to issue identity cards (ID) for adult population, aged 17 years and over. The size and the information of the individual recorded in the identity cards are uniform throughout Indonesia, except the symbol of each province, which is printed on the right top corner of the card. The items recorded in the ID are name, sex, place and date of birth, citizenship, religion, work status, mailing address and blood type.

Births and deaths are registered by place of occurrence and place of residence, although tables on vital events are not usually tabulated by place of occurrence. In case of marriages, registration is done at either place of residence of a bride or a groom which depends on the local marriage customs, but mostly at the residence of the bride. Due to the geographic condition of the country, especially in the provinces outside Java, the time allowances for registration for births and deaths are 14 days. Delayed registration in some parts of Indonesia, is one of the obstacles faced by the registrar offices to do their job. Beside that, registration fees may contribute to discourage them to register the vital events and sometimes they are not well-informed about the purpose of registration. These could be the reasons for under register of vital events in some parts of Indonesia.

4. The local registrars

The persons who are responsible for registration of births and deaths are the heads of the village. Approximately 50 percent of them work on the basis of long term and full time appointment just like other government officials. They get salary according to the government salary scale, which is generally lower than the salary of the private company. The rest are not government officials, appointed by the Village Council and they work voluntarily.

Training of the registrars at local offices covering various aspects of the registration, including the processing of registration forms, has been carried out by the office of State Minister on Population and Environment. However, the training cannot be carried out simultaneously to all registrars throughout Indonesia due to limited budget. The Central Bureau of Statistics also trained its staffs at sub-district level on this topic, as part of general courses on statistics. The materials for training, including handbook for the local registrars have been published and distributed to all parts of Indonesia.
5. The Informant

The quality of vital statistics obtained from vital registration depends on the reliability of the report of the informants on vital events to the local registrars. The informants should know exactly the occurrence of the vital events and their characteristics. The live birth informants are usually parents, other members of family or relatives. The detail information related to the characteristics of the new-born babies usually obtained from physicians, nurses, the midwives or other persons who assist in the delivery of the babies. The informants of the deaths who report the deaths to the local registrars not later than 14 days, are usually the relative of deceased, that is, closest adult relatives, the surviving partners, head of the household or family. They have to attach detail information of the decease which is usually obtained from the medical practitioners who attended the illness that caused the death or who had made post mortem examination of the body. In addition to written report of the informants, the registrars also ask oral questions to the informants, especially questions on causes of deaths. The informants get one copy of registration stubs which is used to apply for burial permit and to apply for death certificate at the office of civil registration. The informants of marriage and divorce are the participants and the religious authority. Witnesses of the events are needed and they have to attend the religious ceremony or the court session.

6. Civil registration archives

The registration records are stored in accordance with general archive guidance for the local registration offices. For example, the household cards should be kept in a special filing cabinet to protect the records against aging, climate, fire and other hazards. It should be arranged according to alphabetical order, clear labeling etc. Lacks of office facilities, especially in less developed villages out side Java have been seriously affected the results of the registration.

On May 17, 1990, a Letter of Agreement was signed by the Minister of Interior, State Minister of Population and Environment, and the Director General of the Central Bureau of Statistics, regarding the arrangements of that registration. One of the important agreements is that the processing will be taken place at the branches of the Central Bureau of Statistics, at district level. The preparation was started in 1992, with the installation of computers and the training of the Central Bureau of Statistics staffs, including the new archive arrangement of the registration records. The processing units will also be used to process other statistics.

7. Assessment of the civil registration system
Assessment of the civil registration was done through a survey carried out by the CBS in 1977, covering a sample of 2,831 households. The survey was designed to study Knowledge, Attitude and Practice (KAP) of vital registration in provinces of Java, North Sumatra, South Kalimantan, South Sulawesi, Bali and East Nusa Tenggara. The results of the survey reveal that the coverage of the existing registration was around 60 to 70 percent for births and deaths. In some regions outside Java the percentage was even less than 40 percent.

Contrary to some other studies, the results of the study show that basic demographic characteristics of the respondents such as age and education are not the most important factors in explaining the coverage of the registration, although the effects of education cannot be completely discounted, particularly in urban areas. Rather, it appeared that knowledge and attitudes toward registration were more significant. In fact, knowledge of the system was not the major problem as most of the respondents had already heard about registration. However, the nature of the information on registration received by the households and more specifically, the source of that information proved to be very important in explaining behavior. Registration quality appeared to be closely related to the role played by the local officials in the communication processes.

Attitude toward registration also appeared to be significant. When asked about the general utilities of registration or the need to register specific types of events, there was a clear and direct correlation of negative attitudes ("not useful", "no need") and failure to register a vital event. The results of the study indicate that the main problems of the vital registration are the weakness of the organization of the system. Other obstacles are that lack of funds which in many cases directly affect the completeness and the quality of the registration. According to President Decree No.52, 1977, the funding of the registration is the responsibility of the local (provincial) government. The budget allocated for the registration varies from one province to another, it is highly correlated with the completeness of registration.

Based on the results of the study, it is recommended that registration procedure for all events (births, deaths, migrations, marriages and divorces) pertaining to all people, including foreigners, at the village level, under the coordination of Department of Interior. A new legislation, namely Civil Registration Law is now being drafted by Civil Registration Committee. On the basis of this law, the civil registration system will be developed under the coordination of the Department of Interior.

The vital statistics derived from the registration system are grossly under registered around 50 percent and the coverage of the registration varied from one region to another. Even in some remote islands outside Java the registration was very inaccurate, hence no vital
statistics were available for those regions. The problem of the vital registration is very complex and many obstacles are interrelated each other and cannot be solved in a very short time. In the mean time, the demand for vital statistics have been increasing in recent years for evaluation and planning of health programs, population projection etc.

Under these circumstances, the population censuses and surveys play an important role as the main sources of vital statistics, which are estimated using indirect methods from the results of the population censuses and surveys. The application of those methods for estimating vital rates in developing countries does not always give good results. This probably due to the specification and the quality of the data which do not meet the specification of the methodology. Also, the assumptions underlying the methods of estimation differ from the demographic situation of the country.

The collection of vital events through retrospective inquiries, for example by asking directly to the respondent the number of births and deaths during a period of 12 months proceeding the date of enumeration, needs a special care if it is implemented in a large scale survey. The enumerators must be trained on the way of asking the questions, otherwise the results will be generally affected by memory lapses.

8. Uses of registration records

For individuals, the uses of registration records of birth provide legal proof of identity and civil status, nationality etc. The death records provide legal evidence relevant to claims to inheritance of property, to insurance on deceased persons etc. Marriage records are the basis for application of birth certificate, allocation of public housing etc. Divorce records are most important to establish the right to remarry.

For administrative purposes, birth records are used for many purposes such as the basis for public health programs; i.e, vaccination, immunization, etc. The records are also used as initial indicators of the existence of infectious and epidemic diseases and the need for immediate control measures. The knowledge of the people, especially those who live in rural areas, regarding the vital registration is very limited as indicated by the findings of KAP survey. It was found that about 22 percent of the respondents answered that the registration was not useful for individuals and about 25 percent of them answered it was not useful for the public or government. Probably these percentages have changed in recent years as the level of education of population increases.

IV. THE NATIONAL VITAL STATISTICS SYSTEM
1. **The legal framework**

The discussion on the vital statistics system presented at the following, mainly focus on the collection of vital statistics through population censuses and surveys conducted by the Central Bureau of Statistics (CBS). The activities of the CBS in collecting, compiling, analyzing, evaluating and disseminating various kinds of statistics, including vital statistics, are based on two laws, namely Law No.6, 1960, concerning Census and Law No.7, 1960 concerning statistics. One of the important functions of the CBS, as stated by Law No.7, is that the CBS is in charge of the coordination of all Government Agencies, in the collection of statistical data, both at central and regional levels with the main goal of preventing duplication and promoting the use of standard classifications and measurements etc. For this reason, the CBS is invited by the Minister of Interior to function as one of the members of the National Civil Registration Committee. The main task of CBS in this committee is to design registration forms, including manual, data processing system, evaluation and analysis. Other Government Agencies also compile statistical data for their internal use, for example, the Department of Health compiles data on births and deaths that are registered in hospitals. According to the Statistics Act, they have to inform CBS regarding their activity to avoid duplication and to reduce unnecessary government expenditures.

2. **Administrative arrangement of the system**

The organizational structure of the Central Bureau of Statistics is based on the Executive Act No. 2, 1992 and President Decree No.6, 1992. According to the Decree, the Population Division is responsible for collecting, processing and publishing the vital statistics, obtained through population censuses and surveys. In the regions, there are 27 Provincial branch-offices, and under the provincial offices there are 287 regency (Kabupaten) branch offices. In each of the regional branch, there is one section which is responsible for the collection of vital statistics and other related statistics. The activities of the Central Bureau of Statistics branches are fully under control of the Central office. They involve mainly on field works such as enumerations, supervising the enumerators, etc. The processing is the responsible of the central office. Recently, some of the processing works have been transferred to the Central Bureau of Statistics branches at provincial level.

The Department of Health, Department Justice and Department of Interior also collect vital statistics through their branches at the provincial and district levels. Each of them has almost similar organization at provincial and district level. Results of registrations are processed at regional offices and the summary tables are sent to the central office and
then sent to the Central Bureau of Statistics as secondary statistics. Evaluation of these statistics are carried out by the Central Bureau of Statistics by comparing similar type of statistics obtained through population Censuses and surveys.

3. Procedures for reporting and monitoring

Copies or stubs of the vital registration forms together with the summary tables showing the total number of population of the village classified by nationality and number of births, deaths and migration are sent to the head of Sub-Districts (kecamatans) by the village headmen in every month. The same types of tables are made for each level of administrative units (Sub-District, District and Province) and summary tables for Indonesia are made by Department of Interior. The monitoring is made at each level, especially at kecamatan level since they have copies of the vital registration stubs. It was planned that in the future all stubs will be processed by the Central Bureau of Statistics at District level using computers to get detail tables on births, deaths and migrations.

It has to be mentioned here that the concepts and definitions of vital events used in collection of vital statistics through vital registration system, population censuses and surveys in Indonesia are conformed with the UN's recommendation and all tables are standardized in accordance with the international recommendations. One of the advantages is that all vital statistics can be compared with the statistics of other countries, for comparative study as well as time series analysis.

Monitoring of the contents of the registration forms and the statistical tables can be made at each level of administrative units or it can be carried out directly from the Central office to the field, based on the selected sample of households. Control forms, containing items that have to be checked at each administrative level, is a useful way to control each stage of activities.

4. Procedures of statistical processing

The processing of the vital registration stubs at the registration units is done manually. The outputs of this processing are simple tables showing the total population at the beginning of the month, births, deaths and move-in and move-out occurring during the month. The population at the end of the month is obtained by applying a demographic equation. The Department of Interior has published a processing manual for the registration unit at each administrative level, containing manual editing, coding, etc, including tabulation plan. The manual also contains a clear instruction of how the household card and vital registration stubs are stored.
It is mentioned earlier that the processing of the vital registration stubs will be carried out by the Central Bureau of Statistics at district level. The installation of computers has been completed which is part of the long run plan for decentralization of data processing. Before 1990, the data processing of all kinds of statistics were done at the central office in Jakarta. Many of the statistical processing were delayed due to in-flow of document from many remote regions very slow. In 1990, for the first time the processing of the 1990 Population Census was partly processed at the regional offices with a success and since that time many other statistics have been processed at provincial offices.

5. Publication and dissemination of vital statistics

The CBS has regularly published results of the registration under the title "Penduduk Jawa-Madura" ("Population of Java-Madura") and "Penduduk Luar Jawa" ("Population Outside of Java") containing total population by district, sex, citizenship and age (distinction between children and adult only). These data are collected from the registration office at district level through branches of CBS at district level. Unfortunately, the vital statistics as results of the registration are grossly under registered except for some districts in Central Java and DKI Jakarta (the capital of Indonesia). These data were not published regularly as official figures.

The vital statistics (births, deaths, infant deaths, marriages, divorces, internal migrations) and other related statistics such as health, family planning, are obtained through population censuses and surveys. The population census, according to the census law, No.6, 1960, is carried out once in every ten years, in the year ending with 0 (zero). A series of survey is carried out regularly by the CBS namely: 1. the Intercensal Population Survey (SUPAS) conducted every ten year in the year ending 5 (five), 2. The National Socio Economic Survey (SUSENAS) conducted annually, to collect data on socio-economic characteristics of the population such as consumption, health etc. 3. The Demographic and Health Survey, to collect data on fertility, mortality, family planning, health etc. The methodology of this survey is almost similar to the Indonesian Fertility Survey 1976, which was conducted in conjunction with the World Fertility Survey. Result of these surveys have been published by the CBS.

6. Assessment of the vital statistic system

A study made by the CBS to evaluate the coverage and the accuracy of the information on items recorded in the registration forms was conducted by the CBS in 1976, a dual system through the application of Chandra Deming formula. It was found that the coverage of registration was about 60-70 percent. Since that time, the evaluation has been made by comparing the vital rates obtained from the registration system and that estimated
by the applications of indirect techniques such as Last Life Birth, Own Children and Palmore methods for estimating birth rate, and Brass type method for estimating Infant Mortality. The findings indicate that the vital rates of some regions in Java, as results of vital registration are about 50 percent lower than the rates obtained through indirect estimates.

7. Uses of Vital Statistics

The involvement of the data consumers, at least during the planning stage of data collection is beneficial both to consumers and producers of the statistical data. The producers will know exactly what type of data are needed by the consumers, how these data area classified and how they will use it etc. This knowledge is very useful for the producers so that they can make a very efficient plan. For this reason, the Central Bureau of Statistics always forms an interdepartmental steering committee to give advice to the Central Bureau of Statistics, regarding all aspects of activities of data collection both through population censuses and surveys.

The main consumers of vital statistics are government institutions such as Department of Health and National Planning Board (BAPPENAS) for their planning. These data are useful for planning purposes as well as for evaluation of the ongoing projects, especially are in the field of health and family planning. Vital statistics collected by the CBS are presented to the consumers in forms of publications and for depth analyses of a specific topic, sometimes the consumers want to have source data tapes which make them easier to produce any type of tables for their own analyses.

V. COORDINATION AMONG GOVERNMENT INSTITUTIONS

There are four government institutions currently involved in the vital registration with different objectives, using different type of forms and each is supported by different type of legal basis legislation. Consequently, double registration cannot be avoided. On the other hand, omissions are common among lower strata of society since they lack of knowledge regarding the main purpose of registration.

To improve the current status of civil registration in Indonesia, the Minister of Interior formed a National Civil Registration Committee. Its member consists of
representative of Department of Interior, Department of justice, Department of Religion, Central Bureau of Statistics, Office of Attorney General, Office of state Minister of Population and Environment, etc. Evaluation of all aspects of vital registration has been made by the committee and some recommendations have been forwarded to the Minister of Interior. One of them is concerning with the legal basis of the vital registration. It is recommended that the government legislates a new law, namely, civil registration law which will be in effect to all groups of population and to regulate registration of all vital events. One government institution is recommended to be responsible for registration and to issue legal certificate for all type of vital events. To implement fully this new regulation is not an easy task, it will take years. In the meantime, the current registration system is still in effect, however, coordination by the office of civil registration (Department of Interior) should be made in a better way, for example by conducting regular meeting to discuss all aspects of vital registration problems and to find out the solution.

VI. SUMMARY AND RECOMMENDATION

Civil registration of vital events serves two basic purposes, namely as a legal record of a particular event and as a valuable source of statistical information serving the social and economic planning processes, and for demographic analyses. The current status of civil registration in Indonesia cannot fulfill those objectives since there are so many problems which are inter related each other. Some of these problems are as the followings.

There are several legal provisions that regulate the civil registration which some are still rooted from the Dutch colonial era and still are in effect today. On the basis of this legislation, several government agencies carried out their own registration for their own specific purpose; the Department of Interior to register population changes (births, deaths, and migration); the Department of Religion to register marriages and divorces among the Moslem population, the Civil Registration Office under the Department of Justice, which was during the Dutch period to register vital events of the European, other Asian foreign and several ethnic groups, starting 1966 to register the vital events of all ethnic groups; the Central Bureau of Statistics to collect data on population; the department of Health register births, deaths and causes of death occurring in hospitals. Next year (1994) a new registration, will be introduced by the office of State Minister of Population and National Family Planning Coordinating Board, known as the registration of Family Welfare, to register family planning, births deaths, migration and welfare status of families in the villages.
Many other problems are closely related to the legal problems mentioned above such as lack of coordination among those government agencies, the field organization of each activity is very weak while the central office could not adequately monitor and supervise the performance of the registration units. Beside that, lack of budget, geographic condition of Indonesia, wide dispersal of population especially outside Java and remoteness from the registration units where registration should take place, and lacks of transportation are among other problems that seriously affect results of the registration.

Surprisingly, the findings of KAP Survey indicate that education or literacy of the population is not a dominant factor that determine the completeness of the registration. The illiterate population in rural areas usually follow the registration instructions, as long as those instructions are given by their leader, both formal and informal leader, so they know exactly the main purpose of the registration.

The coverage of the vital registration system is approximately around 60 to 70 percent of all events and it varies from one region to another. The vital statistics derived from the registration are in-accurate and cannot be used for demographic analyses and other purposes. For this reasons, the vital statistics of Indonesia by regions are obtained through indirect estimates, using results of the population censuses and surveys conducted by the Central Bureau of Statistics.

The Government of Indonesia is fully aware of the current problem of vital registration system and has taken various steps. One of the important steps is that the Department of Interior formed a Civil Registration Committee with assignment to evaluate the present status of civil registration and make recommendations to the government. The followings are some of the recommendations:

1. A new law concerning civil registration should be legislated, to replace the existing several laws or regulations which are now still in effect. The draft of this law was submitted to the State Secretary by the Minister of Interior in 1992.

2. Strengthen the function of Civil Registration Office at district level which is now administratively under the Department of Interior. This office will be in charge to register vital events and to issue certificates for all ethnic groups including foreigners. The registration activity performed by the village head fully under the jurisdiction of Civil Registration Office (Department of Interior).

3. New standardized forms for vital registration including manuals should be made to meet the requirements as legal records and valuable sources of vital statistics.
4. Training of staffs who are in charge of registration at all level of administrative units, especially to those at primary registration units should be carried out regularly, at least once a year.

5. The attitude of households towards registration is strongly correlated with the completeness of vital registration. The improvement of registration may thus benefit substantially from promotion campaigns, as well as from requiring registration certificates for in case someone wants to obtain community services such as travel permission, school entrance for his children. The village officials are encouraged to promote registration through the systematic formal village meetings, religious ceremonies etc. The campaign is not only convincing by useful at the lowest level of registration units but it is also very important for high level government officials.
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. General Background</td>
<td>1</td>
</tr>
<tr>
<td>II. Demographic and Basic information of the country</td>
<td>2</td>
</tr>
<tr>
<td>III. The Civil Registration System</td>
<td>3</td>
</tr>
<tr>
<td>IV. The National Vital Statistics System</td>
<td>10</td>
</tr>
<tr>
<td>V. Coordination Among Government Institutions</td>
<td>14</td>
</tr>
<tr>
<td>VI. Summary and Recommendations</td>
<td>14</td>
</tr>
<tr>
<td>Appendix</td>
<td>17</td>
</tr>
</tbody>
</table>