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**REPORT ON THE EVALUATION OF UNFPA ASSISTANCE  
TO THE CIVIL REGISTRATION DEMONSTRATION PROJECT IN KENYA:  
PROJECT KEN/79/P04**

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The views expressed in this report are those of the Mission and do not necessarily reflect the opinions of the United Nations Fund for Population Activities.

## PREFACE

Independent, in-depth evaluations at UNFPA are undertaken with two purposes: (1) to provide timely, analytical information for decision-making within UNFPA, and (2) to provide one of the inputs that enable the Executive Director to meet the requirements of accountability to the Governing Council. The general and specific terms of reference for the evaluation are found in Appendix I.

These evaluations are prepared and conducted by the Evaluation Branch usually with the assistance of outside consultants or personnel from UNFPA/executing agencies who have not been directly involved in the programme being evaluated. In accordance with UNFPA policy, the relevant government and executing agency officials do not participate directly in the evaluation; rather, they act as resource persons to the Mission. Evaluation reports are addressed to UNFPA and reflect the views of the Mission members, and not necessarily those of UNFPA.

The present evaluation was conducted by a Mission consisting of two independent consultants, a technical officer from the Statistics Division of the Economic Commission for Africa, and one evaluation officer from the UNFPA Evaluation Branch. It visited Kenya from 29 October to 10 November 1984. The methodology for the evaluation and the reporting procedures are found in Appendix II.

Since evaluation reports are prepared for the immediate review by the Government to correct any factual errors or omissions, and for early review by UNFPA for its consideration vis-à-vis policy and programme decisions, the main focus of the report is on conclusions and recommendations. Additional supporting information such as the background document and information collected by the Mission are kept on file in the UNFPA Evaluation Branch.

The Mission received notable assistance from a number of quarters which is gratefully acknowledged. The Department of the Registrar-General and the head office of the project provided the Mission with all relevant data at their disposal and made themselves available to the Mission for numerous and lengthy discussions. The Mission would also like to thank the UNDP/UNFPA Representative and his staff for their assistance. Finally, the warm hospitality offered to the Mission while in Kenya is sincerely appreciated.

## SUMMARY

### A. Background

Kenya established a compulsory vital statistics and civil registration system in 1963 and it was extended nationwide in phases until it covered the whole country by 1971. Serious under-registration of births and deaths however, has persisted. For the period 1979-1981, about 40 per cent of births and 22 per cent of deaths have been registered.

In order to improve registration coverage, the Government submitted a proposal to UNFPA to support experimentation with ways to promote registration in some model areas. If such methods were successful, the Government would then extend the system to other areas of the country in phases. UNFPA approved the project in 1980 for the period 1980-1983. Preparatory activities were begun in 1981 with actual registration taking place under the project in selected areas (Phase I) in 1982. Additional areas (Phase II) were added to the project in 1984. The total UNFPA assistance and contribution to the project so far, has amounted to \$782,600. The Government's contribution has been \$360,000. The United Nations Department of Technical Cooperation for Development has acted as the executing agency.

### B. Overall Assessment of the Project

The original project document was formulated by the Government with the assistance of an ECA regional advisor. It was extensively reformulated following an in-depth assessment of the current status of registration after the arrival of the international project expert in 1981. The revised document included four immediate objectives: the strengthening of the civil registration system in the model areas including the creation of a new organizational structure, the training of project personnel and the decentralization of registration activities; the improvement of methods and procedures of registration through experimentation; the collection of reliable vital statistics in the model areas; and, the establishment of a public awareness programme on the need for civil registration to ensure the continuation and extension of the new system. Activities were then further specified, which if carried out as planned, would significantly contribute to the achievement of the objectives. The Mission therefore, concluded that the the project design was adequate.

To elaborate the activities to accomplish these objectives, the project established two working committees, one to design a programme for the improvement of the civil registration system and the other to prepare and conduct a civil registration enlightenment campaign. Both committees have been active and have served the needs of the project.

Of the four immediate objectives of the project, two have been achieved - the strengthening of civil registration in the model areas and the improvement of methods and procedures of registration. In relationship to the objective to obtain reliable data on births and deaths in the model areas, significant progress has been made and the Mission believes that with a continuous, consolidated effort, the coverage rate can improve at an accelerated pace. Lastly, while a public awareness programme for civil registration has been established, thus providing the Government with the mechanism required for extending the information component of civil registration to new areas, continued Government commitment and initiative will be necessary to reinforce the message that the registration of births and deaths is necessary for the whole population.

The strategy used for the project was one of an expanding registration area. With this strategy a compact cluster of adjacent administrative areas is chosen initially and as the infrastructure is in place, the registration area gradually expands until it covers the entire country. The Mission considered this the appropriate strategy to be used in Kenya. To date, the project has expanded from the initial model area (Phase I) to new areas (Phase II). This expansion occurred possibly too quickly without the requisite infrastructure and personnel. However, the viability of the civil registration system developed by the project has been successfully demonstrated and the consolidation of it in Phase I and Phase II areas and its expansion to Phase III areas can be undertaken since the system has been found practicable in actual application and can be considered replicable for Kenya.

#### Strengthening of Civil Registration in the Model Areas

The project appointed new personnel to the central office in the Department of the Registrar-General and to the field organization. It also redefined the roles of registration personnel so that a chain of communication was created between the village leaders in the project areas and Nairobi. The major deficiency during the project period was the lack of required staff in the field, particularly when the project expanded coverage to Phase II areas without new staff being hired.

Project headquarters personnel received classroom and on-the-job training from the international project personnel. The field personnel have also received training through an extensive series of seminars and workshops. Unfortunately, due to the limited number of headquarter personnel and the need for them during the expansion from Phase I to Phase II areas in 1983 and 1984, the fellowships and study tours then scheduled, were postponed. While the training of project staff has increased their professional expertise, the staff's competence could be further enhanced by the utilization of the fellowships and study tours which have been planned.

Concerning decentralization of registration activities, various functions have been designated to personnel of other Ministries, though the coordination of these personnel for registration activities remains with the Department of the Registrar-General. The decentralization of the issuing of certificates of births and deaths has been accomplished, including delayed and declared registration of vital events.

#### Improvement of Methods and Procedures of Registration

The primary feature which distinguishes the project from the on-going system of civil registration is the active rather than passive registration of births and deaths. Under the project, traditional birth attendants and village elders become key persons at the village level and act as Registration Informants (RIs) after receiving training. The RIs issue birth and death declaration forms required by the Assistant Chief of the sub-location, who has been designated as a Registration Assistant (RA) to fill-in the registration form. A newly created officer known as the Assistant District Registration (ADR) collects the registration forms monthly and supervises all registration matters in the division.

Besides changes in personnel function, the registration forms have been altered considerably and the information has been pre-coded ready for computer processing. In the project areas, registration data have been indexed on computer print-outs which are sent back to district registries, thereby providing the information required to locate the appropriate entry for the issuance of birth and death certificates.

The methods and procedures of registration developed by the project have shown their utility in the execution of civil registration in the project areas and their potential for extension to other areas in Kenya.

#### Reliable Data on Births and Deaths in the Model Areas

Data on registration in the project areas are provided in three ways: provisional data on births and deaths, tabulated manually each month; final data, computer-processed annually; and, survey data, as part of the National Demographic Survey of 1983. The provisional data show that after initially rising coverage levels under the project substantially above those prevailing in the old registration system in the same districts, the ratios have leveled off at values still far short of complete registration. This leveling off tendency may have been due to the shortage of transport and staff during 1983 and 1984 owing to the expansion from Phase I to Phase II areas.

The processing of final data has allowed vital rates to be computed. Even though the rates are defective due to the shortfalls in recording events, some improvements have been made. The crude birth rate increased from 29.6 to 31.5 and the still-birth ratio per 1000 from 15.8 to 17.7 from 1982 to 1983. The Mission believes that with a continuous, consolidated effort this improvement in recording events can continue at an accelerated pace.

While substantial progress has been made in obtaining reliable data, the project has not yet succeeded in raising the coverage rates of births and deaths to the degree necessary (at least 80 per cent to 85 per cent coverage) before reliable vital rates can be computed.

#### Public Awareness and Creation of Local Expertise

Besides the extensive training of headquarters and field staff on the new methods and procedures of registration, the project initiated training aimed primarily at the enlightenment of the public on the importance of civil registration. Seminars were held for personnel from the various extension agencies. Selected officers from these agencies were then trained as Diffusion Instructors (DIs) who in turn train traditional birth attendants and village elders to enlighten the population about civil registration. Over 8,000 villagers who are now designated as Registration Informants have undergone this training and help forge the link between the district registry and the local communities. Training materials, posters and handouts have been developed and are used for various purposes in training and public awareness creation. The in-school education programme on civil registration, however, has not yet been implemented.

Overall, the training of civil registration staff and Registration Informants was of a high standard. The publicity material produced were well designed, though the Mission was not able to assess their effectiveness in the field.

#### C. Key Factors Affecting Performance

The Mission found that the strong points of the project which have contributed to the achievement of project objectives are the high quality of technical assistance provided by the executing agency over the full project period through the international project expert; the close collaboration among various Government departments and ministries in the planning and execution of project activities; and the choice of project strategy (an expanding registration area strategy) and model area (easy to supervise and administer).

Aspects of the project which appear to have hindered a more effective performance have been the lack of key personnel at the head office and in the field; and the expansion of registration to new areas before consolidation was completed in the old areas.

#### D. Recommendations

The Evaluation Mission made seven overall recommendations and seven technical recommendations on various aspects of the registration process to the Government for its consideration. The main overall recommendations were on: the need to appoint a senior officer as project manager to replace the present United Nations expert; the need for the Government's budget for civil registration to increase to allow for the gradual replacement of the present civil registration system with the new system; the consolidation of operations in Phase I and Phase II areas before expansion into new districts; the meeting of certain pre-conditions before Phase III commences; the continuation of demonstration/training activities for both the Registrar-General's Department and for other African countries wishing to learn about the new system; the documentation of the Kenya experience for use in other countries in the Region; the processing of the results of the National Demographic Sample Survey in order for it to act as an independent source against which the data from the project can be evaluated; and the undertaking of a study of the feasibility of including Nairobi and Mombasa under the project, as their inclusion would provide a large proportion of non-resident events from the model areas, thus greatly improving the vital statistics.



## I. INTRODUCTION

1. Kenya has been one of the countries in the Africa region that has established a nation-wide vital statistics and civil registration system. With independence, compulsory registration of births and deaths was extended, district by district, until the entire country was included in 1971. While progress was achieved in registration, serious under-registration persisted. Taking the country as a whole only about 40 per cent of births and 22 per cent of deaths were registered in 1979-1981.

2. Recognizing the need to improve registration coverage, the Government of Kenya signed an agreement with UNFPA in 1979 to establish a Civil Registration Demonstration Project (CRDP) which would experiment with ways to improve registration in a number of model areas, and if such methods were found successful, to extend the system to other areas in phases.

3. The immediate objectives of the project are to:

1. Strengthen the civil registration system in the CRDP areas by
  - a. creation of a comprehensive organization which should provide continuous and stable flow of instructions from the Head Office to the smallest community unit and a feed back of information in the form of documents on vital events;
  - b. training of project personnel; and
  - c. decentralization of registration activities, above all the issuing of certificates.
2. Improve methods and procedures of registration through experimentation.
3. Obtain reliable data on births and deaths in the CRDP areas.
4. Train local experts and create local expertise, to ensure the continuation and extension of the new system to other areas.

4. UNFPA has approved funds for the period 1980-1985 in the amount of \$782,600. The Department of Technical Cooperation for Development of the United Nations (DTCD) was designated as the executing agency for the project and the Department of the Registrar-General in the Attorney General's Office was designated as the national implementing agency. The Government's budget for the project is estimated to be about \$360,000 for the period 1982-1985.

### Terms of Reference

5. The evaluation was requested by the Africa Branch of UNFPA primarily to learn lessons from the experience of selected country projects in implementing civil registration, as well as to provide information useful to the project itself. The evaluation was undertaken in accordance with the methodology endorsed by the UNDP Governing Council (see Appendix II). The Evaluation Mission was to:

1. Assess the planned performance of the project, that is (a) the extent to which the long-range and short-term objectives were derived from an assessment of needs; (b) the extent to which the activities - if conducted - would have allowed the achievement of the objectives; and (c) the extent to which the planned inputs were consistent with the scope of activities to be conducted.
2. Assess the actual performance of the project, that is (a) ascertain the extent to which the short-term objectives have been achieved, the progress made towards the long-range objectives, and identify the factors which facilitated and/or constrained the achievements; (b) assess the implementation of the activities, in quantity and quality, and in terms of planned and unplanned outputs; (c) assess the evaluation component of the project; and (d) assess whether the planned inputs were delivered in time and in the right quantity and quality.
3. Taking into account the difficulties in establishing vital statistics and civil registration systems in the Africa Region, identify approaches used by the projects and the Governments' programmes and lessons learned which may have relevance to other such projects in the Region.

6. The Evaluation Mission was to prepare a report on the main findings and conclusions, including recommendations. The specific terms of reference are found in Appendix I. In regard to (3) above, it should be noted that the Mission evaluated a similar vital statistics and civil registration project in Sierra Leone at the completion of its Kenya visit. The results of both Missions in reference to general approaches and lessons learned are reported on separately.

## II. PROJECT DESIGN AND STRATEGY

7. The project document was originally formulated in 1979 with the assistance of the Statistics Division of ECA. With the arrival of the international project expert in 1981, an in-depth assessment of the current situation in regard to vital statistics and civil registration was undertaken. Based on this assessment a revised project document was prepared and approved by UNFPA. The objectives in the original project document and the revised document were similar, though the revised document added an objective dealing with the creation of local expertise on civil registration and the heightening of awareness of the need for registering vital events. Also, it was much more explicit on what actions were required to implement the project. The revised document became the blueprint for the project which began registration activities at the beginning of 1982. This document therefore served as the basis for the evaluation exercise.

8. It is useful to keep in mind that out of two possible basic strategies, the one chosen for the project is that of a gradually expanding registration area and not that of a sample registration area. In the latter, a probability sample of geographic units is selected throughout the country with the expectation that the system, once it functions well, will produce vital statistics estimates valid for the entire country without the need for a complete registration system. An expanding registration area strategy, on the other hand, begins with a compact cluster of adjacent administrative units and gradually spreads outwards until it covers the entire country. The Mission considers that this strategy has been the correct choice for the project. It should be followed in the future since the needs for both vital statistics and civil registration are met under this strategy, while only vital statistics estimates are possible using a sample registration area strategy.

9. To carry out the strategy used, the revised project document identified four immediate objectives and various activities at the national level and within the project areas. It also identified the personnel and resources required to carry out the activities. The Mission concluded that the statement of objectives, the planned activities and the proposed inputs were realistic to achieve close to full coverage of vital events in the model area.

10. The revised project document identified three districts of the Central Province to be used as the model area. This was undoubtedly a good starting point and the districts serve well as a demonstration area. They are well within reach of Nairobi but outside the suburban zone; they are mainly agricultural but includes some small towns; and,

they are relatively well served by roads but also includes areas of difficult access, particularly during rains. Although the districts are above average in general development, it is likely that solutions developed in the demonstration area will be applicable to large parts of the country.

11. At the Tripartite Project Review meeting (TPR) held in 1983, due to the success of the project up to that time, it was recommended that the project be extended to new areas (Phase II) using the same methodology as that used in the original districts in the Central Province (Phase I). The Government pledged to take over the entire responsibility for the consolidation and further improvement of the system in the Phase I area, and to contribute to Phase II area in terms of staff, equipment and facilities. It in turn requested further UNFPA assistance for the Phase II area.

12. Phase II added four districts to the project. They were selected according to five new criteria: existence of administrative infrastructure; availability of educational and health facilities; reasonable transportation and communication facilities; local support; and, no evidence of socio-cultural beliefs which would inhibit registration of births and deaths. The selected four districts are not entirely contiguous and belong to three different provinces, yet, they are not very far apart. However, three of them are twice as distant from Nairobi as Phase I districts. The population of the Phase I area is about 1.8 million and that of the Phase II area, 2.6 million, making a total of 4.4 million or approximately one quarter of the population of Kenya.

13. In hindsight it can be said that the expansion of the project to Phase II, prompted by an optimistic view by the TPR, was made too early. The necessary Government inputs in staff, transportation and premises were not immediately forthcoming to the required extent. The personnel resources in the Phase I area had to be largely depleted to provide staff for the Phase II area and this brought the progress of registration in the former area to a stand-still, if not to a decline. At present, the personnel resources are seriously over-extended. Most acute is the shortage of Assistant District Registrars, each of whom is now handling the work intended for three or more staff. An illness, a leave or a motorcycle breakdown will unavoidably cause logistical problems for a whole district. Even as of now, the Assistant District Registrars lack the time to guide Assistant Chiefs, traditional birth attendants and village elders in their registration duties and to motivate the public.

14. The project has successfully demonstrated a viable system of improved civil registration and vital statistics. The organization, the instruments and the procedures of this system - regarding both registration and statistics - have been found practicable in actual

application. The system can be considered replicable throughout Kenya with the exception of nomadic populations, for which some adjustments will be needed. The project has also demonstrated that its training and public education strategy has been effective in contributing to the increase in the coverage rate of vital events. The strengthening of the infrastructure through the training of registration personnel was a necessary first step in establishing the new system. Equally important was the establishment of the Civil Registration Enlightenment Campaign which educated the public on the need for registration. This latter training effort was multi-disciplinary, whereby field workers from various ministries (adult education, community development, family health) were intensively trained in how to motivate the public for civil registration. Teams were then formed to teach Registration Informants in the various model areas on how to motivate the population and how they should inform the appropriate authorities on vital events in their area. The enlightenment campaign can also be considered replicable throughout Kenya.

### III. MEETING PROJECT OBJECTIVES

#### A. Objective 1: Strengthen the Civil Registration System in the Civil Registration Demonstration Project (CRDP) Areas

1. Creation of a comprehensive organization which should provide a continuous and stable flow of instructions from the Head Office to the smallest community unit and a feed back of information in the form of documents on vital events. This means: (a) establishment of a head office to act as central authority under the Registrar-General, and (b) complementing the field organization by the integration of new key persons.
2. Training of project personnel.
3. Decentralization of registration activities, above all the issuing of certificates.

#### Creation of a Comprehensive Organization

15. The central executing agency for implementation of provisions of the Births and Deaths Registration Act LAWS OF KENYA CHAPTER 149 Rev. 1972 is the Department of the Registrar-General, located within the Office of the Attorney General in Nairobi. The Registrar-General is responsible for the execution, coordination and supervision of the registration machinery and handles all the legal, administrative and statistical aspects of civil registration and the vital statistics.

16. In the Department of the Registrar-General, there is a Birth, Death and Marriage Section. This Section is headed by a Senior Deputy Registrar-General who is responsible to the Registrar-General on all matters relating to the registration of births and deaths. The statistical work (coding and punching) is carried out by a staff of officers seconded from the Central Bureau of Statistics under the supervision of a Statistics Officer.

17. The country is divided into eight provinces. Each province had been sub-divided into districts of which there are 42 in the country. Between 1963 to 1981, 34 district registries of births and deaths were opened in Kenya, leaving out seven districts in Northern Kenya, where the District Commissioners are the district registrars of births and deaths.

18. When the project began in 1981, a head office for the project was established in Nairobi in the Department of the Registrar-General, comprised of units of management, statistics and planning, data

processing, civil registration enlightenment campaign (CREC), secretarial, accounts and transport for supporting activities in the demonstration area. By October 1984, the head office had a total of 18 staff members (of whom eight were senior officers including two international personnel). The office is responsible for the execution, coordination and supervision of registration machinery and handles all the legal, administrative and statistical aspects of civil registration and vital statistics in CRDP areas.

19. In order to guide the project in two of its major activities - improvement of the registration system and public enlightenment on civil registration - two national level committees were constituted. The Working Committee on the Improvement of Registration System (IRS) is composed of representatives of the Birth, Death and Marriage Section of the the Department of the Registrar- General, the Department of Health Education and Information System (including Health Statistics) of the Ministry of Health, the Central Bureau of Statistics, the Provincial Administration (Office of the President), the Population Studies and Research Institute (University of Nairobi), and senior officers of the project. The Working Committee on the Civil Registration Enlightenment Campaign (CREC) is composed of representatives of Ministries of Education, Science and Technology, Health (Division of Health Education), Culture and Social Services, Information and Broadcasting, the Provincial Administration, and the Population Studies and Research Institute (Sociology-Ethnology Section). This Committee is chaired by the Permanent Secretary of the Ministry of Culture and Social Services.

20. The IRS Committee gives advice and approves the IRS programme. The CREC Committee guides and implements the CREC Programme. These committees also maintain liaison with other government departments.

21. In order to test various methods and procedures considered necessary to strengthen the system, three districts in the Central Province (Murang'a, Kirinyanga and Nyeri) and one division (Lurambi) in Kakamega District of Western Province, were selected to serve as an experiment before expansion to other areas of the country. The registration activities in these areas constituted Phase I activities (1982-1983) and are continued during 1984. Phase II activities constituted further testing of the methods and procedures developed during Phase I in four new districts: Kisumu, entire Kakamega, Uasin Gishu, and Embu.

22. The project first developed a central organization by the appointment of new key persons viz., administrator, statistician - demographers, system analyst, assistant system analyst, public relations (publication officer), field organizers and statistical clerks, to work in the head office. The project also developed and strengthened the field organization by the integration of new personnel and redefining the



role of present personnel viz., Registration Informants (RIs), Registration Assistants (RAs), Senior Registration Assistant (SRAs), Assistant District Registrars (ADRs), Provincial Registrars (PRs) and Diffusion Instructors (DIs) in the registration system so a continuous chain of communications was created between Nairobi and the village leaders in the project areas. It should be noted that the head office is still without the services of a Publication Officer for the public enlightenment campaign (the former public relations officer seconded temporarily in 1982 from the Department of Information returned to his Ministry) and an assistant system analyst. The major deficiency during the project period was lack of additional staff in the field. Three districts are without District Registrars and two districts are without Assistant District Registrars.

23. In conclusion, the project has a personnel establishment. However, it is fragile and the absence or transfer of any District Registrar, Assistant District Registrar or headquarter's senior staff would jeopardize the functioning of the system.

#### Training of Project Personnel at Headquarters

24. The creation and consolidation of a strong head office of the CRDP comprising professional and administrative support staff featured among the main activities of the project. The head office statistical, public enlightenment as well as the administrative staff have received classroom and on-the-job training from the international project personnel.

25. To further enhance the professional and management expertise of these official, provisions had been made for a sixth-month fellowship for the statistician-demographer, a three-month fellowship for the system analysts and two study tours of 1.5 months for senior management officials. However, none of these fellowships or study tours have been utilized, though three candidates were nominated in May 1984.

26. The Mission is of the opinion that the training which the project staff has received so far has increased their professional expertise; however, it urges the immediate utilization of the fellowships and study tours to further enhance the staff's competence.

#### Decentralization of Registration Activities

27. Under the Registration Act, civil registration is the central responsibility of the Registrar-General. His office is responsible for certain functions such as uniformity of forms and procedures, reporting, processing of data, training and supervision. This centralization allows for administrative efficiency and uniformity. Through the project, various methods and procedures were introduced which may increase the effectiveness of the above functions. (See Section B)



28. At the level of registration, various functions have been designated to personnel of other Ministries. The coordination of these personnel for registration activities remains with the Department of the Registrar-General.

29. Under the project as previously noted, new personnel have been brought into the system, namely Registration Informants and Assistant District Registrars at the division level. This further increases the decentralization of registration activities.

30. Of importance to the project is the decentralization of the issuing of certificates of births and deaths. The project has implemented the issuance of these certificates at the district level, including delayed and declared registration of vital events, which is a major achievement. It should be noted however, that some of the functions of new personnel and decentralization procedures do not correspond to provisions of the Registration Act.

31. In conclusion, a strengthened civil registration system now exists in the CRDP areas. Head office staff have been upgraded and new personnel are in place in the demonstration areas undertaking registration activities including the issuance of birth and death certificates. Working committees have been established on the Improvement of the Registration System and the Civil Registration Enlightenment Campaign which have been active in supporting the project and have elicited cooperation from numerous ministries and government agencies.

B. Objective 2: Improvement of Methods and Procedures of  
Registration Through Experimentation

32. The primary feature which distinguishes the demonstration project from the on-going system of civil registration, is the active rather than passive registration of births and deaths. In non-project areas registration forms for births and deaths are sent usually by mail on an ad hoc basis by Assistant Chiefs and health institutions to the District Registrar. The Assistant Chief registers those events which come to his notice usually when those directly concerned, parents or relatives, take the initiative to inform him.

33. Under the project in Phases I and II, traditional birth attendants and village elders become key persons at the village level for civil registration and act as Registration Informants (RIs) after receiving training from the project. Their basic functions are to enlighten the community about the need for reporting births and deaths and to assist community members in reporting these events. The RIs issue birth and death declaration forms detailing the information required for the Assistant Chief of the sub-location, who has been designated as a

Registration Assistant, to fill-in a birth or death registration form. The Registration Assistant has also undergone training through the project.

34. A newly created post known as the Assistant District Registrar (ADR) located at the divisional level has the function to collect each month the registration forms from the Registration Assistants. Besides this function, the ADR supervises all registration matters in the division and works with the Registration Assistants and Registration Informants in public enlightenment activities.

35. The District Registrar is the officer in charge of registration of all births and deaths occurring in a district. At his office the birth and death records for the district are maintained. He forwards a copy of these records to the head office in Nairobi for compilation, statistical analysis, and filing at the Central Registry.

36. Two other staff, the Provincial Registrar and Senior Registration Assistant (the Chief of a location) assist the ADR and DR in promoting registration awareness and supervision but do not, at this time, have a role in the actual registration process.

37. The forms used in the project area have also been altered considerably from those used in the rest of the country and they have been pre-coded for key-punching. Another difference which is of importance, is that the new forms all have serial numbers making them accountable documents of the Registrar-General's Department. This has greatly increased the attention given to the security of the forms by those involved in registration. For example, the Registration Assistant in the sub-location has been issued a storage box cum suitcase which can be locked to keep the forms safe. This box acts as a "travelling desk" for the RA and gives status to him as he is identified as having a recognized official function.

38. A new system for providing feedback to the District Registrars on births and deaths has also been developed. As stated above, registration forms from each sub-location are collected by ADRs and carried to the District Registrar monthly. The carbon copy of these forms is sent to the head office monthly. The data on the forms is then compiled and statistical analysis done (see Section C for more information). The registration data are indexed on a computer print-out that is then sent back to the district registries. These print-outs are designed so that a person wishing to have a certificate of birth would only need to provide one piece of information to locate the registration form in the registry (serial number of form, name of child, date of birth, or name of mother).

39. In conclusion, the methods and procedures of registration developed by the project have shown their utility in the execution of civil registration in the project areas and their potential usefulness for use in the civil registration system in Kenya.

C. Objective 3: Obtain Reliable Data on Births and Deaths  
in CRDP Areas

Mechanism of Data Production

40. Two kinds of data on births and deaths are produced in the project areas:

- i. Provisional data, manually tabulated monthly by district and showing separately the events registered at health institutions and those reported outside institutions by the project staff.
- ii. Final data, computer-processed annually through a co-operative arrangement where the project does the coding, data entry and computer programming and the Computer Service (Ministry of Finance) prepares the printouts which are subsequently transcribed on to tables by the project.

41. As a third element, mention should be made of the ad hoc survey of registration carried out in 1983 by the Central Bureau of Statistics using a project-designed questionnaire on a sample of about 7000 households in 72 clusters.

42. Of these three sources, the provisional data constitute a built-in evaluation system whereby vital events are tabulated monthly: September 1984 data were given to the Mission on its arrival in Nairobi on 29 October. (See Chapter IV - Evaluation) The main limitation in their use for estimating the completeness of registration is that they are based on the place of occurrence. From 1983, the final data are tabulated by place of residence which is an improvement. However, the vital events of project-area-residents which take place outside of the project areas, are naturally missing. By their very nature, the final data will even in the best of circumstances lag some six to ten months behind the provisional data. Therefore, the provisional data are indispensable to ascertain the number of vital events being registered. The results of the ad hoc survey have been considerably delayed and were not yet available to the Mission.

43. There were initial delays in setting up the machinery for compilation and processing the data generated by the project due to the late recruitment of staff but as of now it is in satisfactory condition and the backlogs have been essentially cleared.

44. The District Registries have sufficient clerical staff, trained within the project, to assure the proper flow and storage of documents as

well as the issuance of birth and death certificates. The Assistant Chiefs and Registration Informants have been trained and are being guided by Assistant District Registrars and are by now producing quite satisfactory documents. The Mission sees no problem in the continued, rapid production of provisional monthly data.

45. For the production of final data, the clerical processing (editing and coding) followed by data entry, started in mid-1982 under the project's Systems Analyst. However, the tabulation programme was finalized only in early 1984. It comprises seven tables on live births, one on still-births and nine on deaths. In the 1983 programme the number of tables on live births has been increased to ten and likewise those on deaths. The tables for 1982 have recently been completed and some of the 1983 tables have just become available. The coding and data entry (on mini-diskettes) of the 1984 births is currently in process and the 1984 deaths are being coded except for the cause of death.

46. For deaths which occur in health institutions (47 per cent of the total in 1982), the medical certificate of the cause of deaths is incorporated in the form and thus processed along with other data. For 1982 and 1983 these were coded according to the 1965 edition of the International Classification. For the 1984 data, the 1975 edition will be applied and the Ministry of Health will provide the requisite training. For deaths outside institutions, a WHO lay diagnosis of 14 items is used.

46. It can be expected that the 1984 and later data will be processed and published with much less delay than those of 1982. The tabulation programme can be considered very adequate. The tabulated data will be placed at the disposal of the Central Bureau of Statistics and the Ministry of Health.

#### Estimation of Completeness of Birth and Death Registration

47. The completeness of birth and death registration in the project areas is measured by comparing the number of registered events with the expected number of events in the same time period. The method is not very accurate because the expected number is subject to errors in estimating the underlying vital rates and projecting the population, and because the actual events are registered at place of occurrence instead of place of residence, thus impairing the comparability of the two figures. Nevertheless, it is the only method at present available for quantifying the success of the project, until the result of the ad hoc survey become available. The estimated completeness of birth and death registration in the project areas up to September 1984, calculated from provisional data, is given in Tables I and II by the project.

Table I. Estimated Completeness of Birth Registration by Percentage

Area and District	1982		1983		1984	
	January - June	July - December	January - June	July - December	January - June	July - September
<u>Phase I</u> 1/	<u>51</u>	<u>78</u>	<u>68</u>	<u>68</u>	<u>64</u>	<u>65</u>
Murang'a	46	70	64	62	59	59
Kirinyaga	40	66	59	62	54	58
Nyeri	64	98	80	80	77	76
 <u>Phase II</u>	 .	 .	 .	 .	 <u>54</u>	 <u>72</u>
Kisumu	.	.	.	.	52	66
Kakamega	.	.	.	.	53	75
Uasin Gishu	.	.	.	.	47	61
Embu	.	.	.	.	70	83

1/ The Project estimates that these rates are inflated by about 2 per cent by non-resident events, while on the other hand, about 8 per cent in 1982 and 9 per cent in 1983 of resident events occurred in institutions adjacent to the project area, resulting in a "net" underestimation of, at least 6 to 7 per cent of the rate of registration.

Table II. Estimated Completeness of Death Registration by Percentage

Area and District	1982		1983		1984	
	January - June	July - December	January - June	July - December	January - June	July - September
<u>Phase I</u>	<u>36</u>	<u>55</u>	<u>41</u>	<u>42</u>	<u>42</u>	<u>55</u>
Murang'a	34	54	39	42	39	58
Kirinyaga	26	41	33	33	31	44
Nyeri	49	68	53	49	56	58
 <u>Phase II</u>	 .	 .	 .	 .	 <u>55</u>	 <u>104</u>
Kisumu	.	.	.	.	66	117*
Kakamega	.	.	.	.	61	123*
Uasin Gishu	.	.	.	.	32	46
Embu	.	.	.	.	41	76

\* Kisumu and Kakamega are the location of the Provincial General Hospitals which may explain, in part, the coverage rate of over 100 per cent.

49. The levels of completeness ratios in Tables I and II are subject to inaccuracy (inflated in some districts by non-resident events and, on the other hand, deflated to a somewhat larger extent by residents events taking place in other districts) and on the whole, are probably somewhat too low. The data show that after an initial success which raised the completeness to levels very substantially above those prevailing in the old registration system in the same districts (below 50 per cent for births and 30 per cent for deaths), the ratios have leveled off at values still far short of complete registration. This may be connected with the shortage of transport for ADRs in 1983, and the fact that a part of the key personnel had to be transferred in 1983 from Phase I areas to Phase II in preparation for the expansion of the project. In three of the four Phase II districts, registration has taken off very satisfactorily, promptly in the institutions but with an initial lag outside of them.

50. Computer processing of the final data is at present proceeding satisfactorily and the initial delay is being overcome. Table III shows the most important final results now available for Phase I areas.

Table III. Vital Statistics for Phase I Areas: Final Data

Vital Statistics	1982	1983
Estimated Population	1,647,078	1,710,837
Live-births	48,836	53,837
Still birth	772	...
Deaths	7,406	
Infant deaths	2,081	
Crude birth rate per 1000	29.6	31.5
Crude death rate per 1000	4.5	...
Infant mortality per 1000 live births	42.8	...
Still-birth ratio per 1000	15.8	17.7

51. The vital rates given in Table III are defective; they are too low compared to what would be expected. Yet, in spite of the constraints from which the project suffered in 1983, they show slight improvement. The crude birth rate increased from 29.6 to 31.5 and the still-birth ratio per 1000 increased from 15.8 to 17.7. It seems reasonable to believe that with a continuous, consolidated effort this improvement in registration can continue at an accelerated pace.

52. Concerning the registration of births, a tabulation of content errors in filling-out registers of births was undertaken for 1982. The table indicated that the most common errors from the completed forms were those relating to missing or incomplete responses. Steady improvement was noted over the year in filling out all items.

53. The project has taken the relatively bold step of recording the cause of death in all cases. Institutional deaths are certified by a medical doctor and these are coded and tabulated according to the WHO-sponsored International Classification. For other deaths the WHO lay diagnosis of 14 items is applied. The 1982 data on causes of death have only recently become available and need to be analysed by qualified medical specialists. It can already be said, however, that the number of cases classified as "ill-defined conditions" as well as the number where a lay diagnosis is missing, are quite low. The Mission believes that the exercise to record the diagnosis of cause of death is likely to succeed and will be valuable both for Kenya and for Africa as a whole.

54. In conclusion it can be said that the project has made much progress towards Objective 3 (reliable data in the project areas) but has not yet reached it.

D. Objective 4: Train Local Experts and Create Local  
Expertise to Ensure the Continuation and Extension  
of the New System to Other Areas

55. Two types of training have been undertaken in addition to that referred to in Section A. The first type, mainly aimed at strengthening the civil registration infrastructure, consisted of seminars for the provincial, district and divisional officers of the Department of the Registrar-General, namely Provincial Registrars, District Registrars and Assistant District Registrars. Additionally, other personnel brought into the civil registration structure, namely Chiefs, Assistant Chiefs, and personnel of health institutions in the demonstration areas, were also provided with training.



56. The second type of training aimed primarily at the enlightenment of the public on the importance, usefulness and benefits of civil registration. It was comprised of seminars/workshops for the provincial and district heads of the three main educational and enlightenment services: health education, adult education and social development, followed by training of officials from these services serving at the division and location levels. The latter group acted subsequently as Diffusion Instructors training traditional birth attendants and village elders to enlighten the wananchi (population) in villages about civil registration. These village leaders who have been designated as Registration Informants were also trained to report vital events to the appropriate registration official.

57. Table IV provides information on the number of various cadres of personnel trained during Phases I and II.

Table IV. Numbers of Personnel in the Project Areas  
Trained During Phase I and Phase II

Type of Personnel	Both Phases	Phase I Districts <u>1/</u>	Phase II Districts
Registration Informants	8,351	3,278	5,073
Registration Assistants	628	339	289
Senior Registration Assistants	128	60	68
Clerical Officers	16	2	14
Assistant District Registrar	23	15	8
District Registrar	13	9	4
Provincial Registrar	3	3	-
Diffusion Instructors	109	42	67
Diffusion Supervisors	19	8	11
Staff of Health Institutions	378	169	209

Source: Project Staff

1/ Excludes those of Lurambi Division (Kakamega District) who were trained in 1982 and are shown above under Phase II Districts.



58. The workshops for Senior Registration Assistants and Registration Assistants had a duration of two days. Lectures on the various registration forms for which the participant would be responsible were given out and exercises, filling in the forms, were undertaken. Each participant was given a file including written material on the project, copies of the various registration forms and instructions on how to fill-in the forms in Kiswahili.

59. The workshops for the staff of health institution also lasted two days, following essentially the same format used for the training of SRAs and RAs. The specific forms for health institutions were explained to the participants and they held mock registration exercises to acquaint themselves with how to fill-in the forms.

60. The seminar for Assistant District Registrars was much more extensive as they were to become the key persons in the new system. The training programme lasted for five days. Extensive reference material was provided to the participants (21 documents) and various topics were covered by panels of experts from the Department of the Registrar-General and the project with one person acting as rapporteur. Besides the sessions on filling-in all the various forms, sessions were conducted on the registration process, the structure of the civil registration organization, follow-up of errors in reports, civil registration enlightenment and education, and the functions of the Assistant District Registrars.

61. Since no formal training sessions for the above-mentioned cadres were taking place at the time of the Mission, which would have afforded an opportunity to assess the actual training process, the Mission used other methods to evaluate the training programme: review of training materials, interviews with participants of the workshops/seminars, and the use of available data on the accuracy of filling-out registers.

62. The materials for each training session were appropriate for the participants that were being trained, in both content and language. The essential information required was presented in both written form (English and Kiswahili, as appropriate) and through lectures, panel discussions, and group discussions. To ensure the uniformity of the training programme standard documentation was provided and the order of presentation of topics was adhered to for each session. The Mission concluded that the training sessions were well designed, and from the information available, well executed.

63. In regard to the imparting of skills to the various cadres in the registration system that were trained, the Mission was able to interview a sample of them during field visits. In all cases, the officers were aware of the project, knew the registration procedures, and as could be observed in some cases, implemented the registration process effectively.

64. As noted previously, an investigation of content errors in filling out birth registers was undertaken for 1982 data. The level of error was very low and improvement was noted over the year in filling out all items. The training programme and the close supervision of the registration officer once trained are, in the Mission's opinion, the main reasons for the high level of effectiveness in the registration.

65. The other training activity focussed primarily on awareness creation of the population for the need to register births and deaths, and the use of village elders and traditional birth attendants as Registration Informants. As mentioned previously, an inter-ministrial committee, the Working Committee on the Civil Registration Enlightenment Campaign was created to coordinate the awareness creation work programme.

66. The main training activities consisted of seminars for diffusion instructors and training of Registration Informants. Diffusion instructors were chosen from Family Health Field Educators, Community Development Assistants and Assistant Adult Education Officers who worked in the demonstration areas of the project. This group underwent a two day seminar to familiarize themselves with the Civil Registration Enlightenment Campaign, to receive training on how to motivate the population to register vital events, and to learn techniques on how to transmit this information to the village elders and traditional birth attendants who the Diffusion Instructors would in turn train as part of the Enlightenment Campaign. A main part of the training was the writing of public lectures in various local languages on the need for civil registration. The best talks were included as a part of A Guide for Diffusion Instructors which the instructors subsequently use when they train Registration Informants. The Guide also explains the civil registration system and details the Enlightenment Campaign, particularly how to organize classes for village elders and traditional birth attendant to become Registration Informants. The Mission concluded that the Guide was a very useful reference document for the Diffusion Instructors and provides the information required for the implementation of civil registration activities including awareness creation. While no classes for Diffusion Instructors were taking place during the Mission's visit, a group of Instructors were participating in the training of Registration Informants. The Mission was able to observe this training and found it at a high standard.

67. The training of a large group of Registration Informants is required to help forge the link between the district registry and the local communities. As stated in Table IV over 8,000 village elders and traditional birth attendants have undergone a one day training course. This is the last stage of formal training and is an important one as it contains the message that reaches the mass of community members, who should then be motivated to register vital events. As stated above, the

Mission observed a training session which was conducted in a local language and found it of a high standard. Handouts and posters in English and local languages are provided for the Registration Informants to use in their motivational work. The posters illustrate the need to register vital events: school entrance, provision of health services, obtaining burial permits. The Mission found that the materials were well designed, though it was not able to assess their effectiveness in the field.

68. The actual day-to-day implementation of the Public Enlightenment campaign is undertaken by the Registration Informants who live in villages. They are able to communicate with the villagers at community meetings and on a one-to-one basis about the benefits of civil registration and the need for vital events to be recorded. The work of the RIs in awareness creation and registration is supervised by the Assistant District Registrar. It is also expected that the Diffusion Instructors continue to provide information on civil registration as part of their normal professional duties in their ministry's extension programmes.

69. There are two activities of the campaign for enlightenment that have not been implemented, namely (1) the introduction of the subject of civil registration in the school curricula, although a guide and lesson plans have been written, and (2) the recruitment of a publications/publicity officer as a permanent member of the head office staff. Inaction on these two activities will adversely affect the full implementation of the enlightenment campaign. (See Technical Recommendations 5)

#### IV. PROJECT MANAGEMENT

##### A. The Role of the Department of Technical Cooperation for Development, United Nations (DTCD)

70. The executing agency for the project is DTCD. Its role is to provide technical assistance through international personnel, procure supplies and equipment, administer overseas fellowships, provide funds and technical assistance for training and other related activities, and to monitor the project through the reporting procedures (Project Progress Reports and Tripartite Project Review Meetings) as required by UNFPA.

##### Technical Assistance

71. Technical assistance was provided by DTCD through the services of an advisor on civil registration and vital statistics (1981 to date) and a United Nations Volunteer who assisted in the statistical aspects of the project (1981 to date). The advisor also acted as the project manager, thus being responsible for the overall implementation of the project. The Mission concluded that the quality of technical assistance provided by the advisor was of a very high standard and that the presence of the advisor over the full period of project implementation was an important factor in the significant progress made toward meeting the immediate objectives of the project. Technical backstopping by DTCD was minimal during the project, as it was not felt to be required due to the presence of the project expert. The only role of ECA in the project was at the beginning when it provided assistance to the Government in writing the original project document.

##### Provision of Equipment and Supplies

72. No major problems were noted concerning the provision of equipment by the project. The selection of the equipment to be ordered by the project was carefully done, with particular attention given to the overall cost effectiveness, as the purpose of the project was to experiment with ways to improve registration in model areas for eventual replication nation-wide. Therefore, when considering vehicles for the project, the most cost efficient vehicles (Suzuki, four-wheel drive vehicles, and motorcycles) were ordered rather than Landrovers which are both more expensive to buy and maintain. If the Suzuki and motorcycles were found satisfactory, senior staff of the project assumed that it would be easier for the Government to take over the full responsibility for vehicle purchase and fuel and maintenance as more registration areas were brought under the project. Their assumption proved correct in that the Government has purchased twelve motorcycles for the project for the Phase II area and has taken over the responsibility for operation and maintenance.

73. Likewise concerning local purchase of equipment, care was taken by the project to minimise cost. For example, the need for a safe storage place for registration documents was recognized if the registration functions were to be decentralized at the location level with the Assistant Chief acting as Registration Assistant. To solve this problem, the project commissioned a local carpenter to build wooden suitcases for the storage of registration documents. The Mission found the equipment useful. As the project expands to new areas, the Government may be willing to take over the cost for having additional ones built as the cost for their construction is low.

#### Fellowships

74. While provisions were made in the revised project document for fellowships for the statistician-demographer, the system analyst and senior management officers, to undergo further training, no fellowships were awarded. The main reason for this, as explained by senior project staff, was the inability of the project to release the staff while expansion of the project from Phase I to Phase II areas was just beginning. Now that the Phase II areas have been under the system for some time, the timing for the fellowships may be more appropriate.

#### Local Costs

75. Project funds were disbursed locally for various project expenditures: salaries for project administrative personnel, incentive payments to Registration Informants, travel costs, training, equipment and supplies, and miscellaneous costs for project operations. The United Nations advisor managed the disbursement of these funds. Periodic expenditure statements were sent to DTCD, and requests by the project were frequently made for revision in the budget for local costs to cover anticipated expenditures.

76. While approval of most requests for budget revision by the project was given, a great amount of time and energy by the project was used in communicating about financial matters with DTCD. The Mission found that the project was very careful in controlling its expenditures to conform with the approved budget, only to find that at times the budget that the project was using was out-of-date, or had been rephased without notification to the project. This was both frustrating and discouraging to the national project management.

B. The Role of UNFPA

77. The UNFPA Representative (UNDP Resident Representative) and the UNFPA Deputy Representative are in over-all charge of the UNFPA programme in Kenya. The Representative has been particularly supportive of the project and has facilitated the project in dealing with the Government and executing and funding agencies. Local funds are deposited by the executing agency at the UNDP/UNFPA office for disbursement to the project. Besides this financial role, overall monitoring of the project has been undertaken by the office of the UNFPA Deputy Representative.

C. Monitoring and Evaluation Monitoring

78. Six Project Progress Reports (PPRs) have been submitted by the project. These project progress reports comprehensively discuss the progress of the project within the reporting periods while highlighting problems encountered. There was little indication from the documents reviewed by the Mission or in interviews that the PPRs were extensively used for project monitoring by the executing agency or UNFPA. It should be noted however, that since the project implementation has proceeded satisfactorily, there may have been less reasons for interventions by the executing and funding agencies.

79. The first and only Tripartite Project Review of the project was held on 20 April 1983. High level representatives from the Government, the executing agency and the funding agency were represented. Among the main recommendations made were the following:

- The project should continue with the remaining activities of Phase I namely the civil registration field survey, the civil registration education programme (CREP) in schools, consolidation of IRS and CREC in the field, review of methods, forms and procedures and compilation of a draft manual on civil registration.
- The project should begin preparation for the extension of the project to new areas as soon as possible and not later than October 1983.
- The project should begin preparation of a document describing the Kenya experience including such aspects as the approach, methods, procedures and costs as well as their evaluation. The document should be submitted to the Kenya Government and the United Nations.

80. The recommendations by the TPR were implemented though not all of the actions have been completed. In view of the short period left before the project advisor is scheduled to leave, it seems unlikely that the assignment to prepare a document on the approach, methods, procedures, costs and evaluation will be completed or that the civil registration enlightenment programme in schools will be operational. The Mission considered that the preparation of a document describing the Kenya experience was very important and made a Recommendation that such a document be completed as soon as possible. (See General Recommendation 5) It also recommended action to be taken to operationalize the CREP in schools. (See Technical Recommendation 5)

81. As stated previously in Section C, the provisional data gathered on births and deaths besides providing vital statistics information, also, as a by-product, act as a built-in evaluation system. These data are collected monthly and are indispensable to ascertain the number of vital events being registered. While coverage targets for vital events are not explicitly stated in the project document, the Mission believes that a coverage rate of at least 80-85 per cent of vital events is required in order to obtain reliable data for making projections and estimates. Hence, a comparison of actual coverage with the target of 80-85 per cent coverage or complete coverage would help to evaluate the effectiveness of the project.

82. The other means that was used to evaluate the project was the undertaking of the National Demographic Survey in 1983 which included a birth and death registration check for a sample of households. Unfortunately, the results were not available at the time of the Mission, and a recommendation was made concerning the completion of the evaluation survey. (See General Recommendation 6)

83. In conclusion, the present system for evaluation, using the provisional data and ad hoc surveys is sufficient for the project. Priority should be given however, to the analysis of survey findings so that required adjustments in the programme can be implemented as appropriate.



## V. PROJECT IMPACT

### Progress towards long-term objectives

84. Significant progress has been made towards a complete nation-wide civil registration and vital statistics system by this pilot project which so far covers a quarter of Kenya's population. The project has made it possible to more realistically plan the inputs and the time period needed for achievement of the long-term objectives: the establishment of an efficient birth and death registration system producing reliable vital statistics. The Mission believes that if the required Government inputs are made in staff, training, and provision of transport, progress can be made fairly quickly in bringing more areas under the new registration system. The Mission however, has cautioned against expanding registration areas before consolidating gains made in registration in the areas already under the new system.

### Usefulness of data collected

85. While the data from the civil registration and vital statistics collection system of the project covers a quarter of the country's population and area, coverage rates for births and more so for deaths have not reached levels that can be described as near complete. For these reasons the uses of the data collected from the system are mainly for the future, when higher rates of completeness have been achieved.

86. However, even at this stage, some uses of the data and other products of the system can be identified. Increasingly, in many parts of Kenya, especially in urban but also gradually in rural areas, demands are being made on parents to present birth certificates for proof of date of birth for admission of children to primary schools. This is particularly true in the project areas where the public awareness campaign has been active. Also employment agencies, both public and private are more and more requiring persons to show proof of dates of birth from birth certificates. Demands also exist for death records in cases of inheritance. Admittedly, however, instances of the demand for vital records that have been documented above, come mainly from the urban areas. The increased demand for birth and death certificates in the future will lead to higher coverage rates, thus the data become more complete and hence more useful.

87. Data on the causes of death which are being analyzed from the collected information, even those from lay informants, are being used by the health office to confirm the most common causes of death and morbidity which have been only roughly measured in the past.



#### Level of Government Commitment

88. Vital statistics and civil registration is not a very high priority of the Government, as exemplified by the absence in the Department of the Registrar-General of a full time deputy in-charge of birth and death registration. While the Government has provided some needed inputs to the project, it has failed to completely fill the required manpower needs of the demonstration areas. The success of the project however, has stimulated more discussion and action by the Government concerning vital statistics and civil registration. There is now a group of high level Government officials who are interested in the area and are ready to take initiatives to further expanded the civil registration system. As stated previously however, the intention to extend the project to new areas in Kenya seems unrealistic and inadvisable to the Mission if the Government cannot provide the requisite manpower and financial inputs.

#### Other Positive Consequences of the Project

89. The Mission has concluded that the project has demonstrated that a vital statistics and civil registration system is possible to implement in rural areas in Africa and the administrative structure, procedures, methods and records can be adapted to other country situations. Already, other nations in the Africa region are sending officials to Kenya to observe the system in operation.

90. The training programmes for the various cadres involved in the project, particularly the assistant chief and registration informants (traditional birth attendants and village elders) and the public enlightenment campaign have increased the information available in the model areas on the need for early preventive health care for children since information on childhood immunizations was included on the birth notification forms provided to the parents by the traditional birth attendants and village elders and these cadres were trained to encourage mothers to take their children to clinics for immunizations and health check-ups. The expected impact would be increased attendance of children at under-five clinics.

#### Role of Women in the Planning and Implementation of the Project

91. At the time the present project was being planned a series of consultations took place in Nairobi and in various parts of the country. At this stage the opinion of women about the plans to improve the civil registration system was sought. It is, however, fair to say that women played no significant role in the formulation of the project, as they were not represented on the two main committees nor the higher echelons of the Government's or even the project's administrative structure.

But at the project implementation level, women are making significant contributions. For example, at the village level, the two types of persons responsible for enlightening community members about the importance and usefulness of civil registration are the village elders (predominantly male) and the traditional birth attendants (women). In addition, the traditional birth attendants have the duty of specifically reporting the occurrences of births in cases where the responsible community members fail to do so. Women are also participating in the campaign to enlighten the public about civil registration in helping in the training of Registration Informants. These women are mainly selected from the local administration (district, division and location) unit's health staff, and social and community development staff. At the headquarters of the CRDP women are also employed in a variety of positions: clerical and secretarial, coding and tabulation. One of the top jobs, namely that of the system analyst of the project is held by a woman.

92. Concerning the impact of the project on women, the Mission was unable to ascertain whether the role or status of women would change due to being registered. As full participation in Kenya society may be subject in the future to registration of births and the possession of a birth certificate for school entrance, employment, etc. the need to monitor the impact on women will become more important. The Mission found no evidence that female births are under-registered to a greater degree than male births.

## VI. RECOMMENDATIONS

### A. Overall Recommendations

#### 1. Institutionalization of the Project in the Department of the Registrar-General

(a) The Government should appoint a senior officer as manager of the project to replace the present United Nations Project Expert as soon as possible, but not later than 1 January 1985. This will help to ensure the orderly transition of the management/administrative functions before the present project expert departs in 1985. All personnel, vehicles and equipment provided by UNFPA and the Government to the project should remain under the authority of the new project manager.

(b) In the long term, as more districts are brought under the new system, the Government's budget for the project should increase as has been the trend from 1982 to the present. The headquarters and field staff of the Registrar-General's Department should be gradually brought under the project, so that eventually, the new system developed by the project will replace the present one.

#### 2. Consolidation of Present Areas

The operations in the Phase I and II areas should be consolidated before expanding the project into new districts. Such consolidation requires first of all inputs of personnel, in particular Assistant District Registrars for each Division, duly trained and equipped with motorcycles. It also requires continuation of training and an assured supply of registration forms. As of now, the staff resources are precariously over-extended, the level of birth and death registration is stagnating with Phase I area and fresh inputs are needed to push registration closer to the target.

#### 3. Expansion to New Areas

(a) Expansion to new areas (Phase III) should take place as soon as possible but not before the activities in Phase I and II areas have been consolidated and the following pre-conditions for expansion are met: assurance of adequately trained staff, premises, transportation, supply of forms and an extension of the enlightenment campaign into these areas. The expansion into new areas should not happen to the detriment of the older areas. As soon as the pre-conditions are met, Phase III should commence.

- (b) Phase III should include districts which are adjacent to Phase I or II districts so that, as far as possible, the expanded project area will be contiguous and together with some of the districts of Phases I and II will comprise an entire province. This will facilitate the operations, reduce costs and reduce the effect of non-resident births and deaths which at present impairs the value of the statistical results and makes the estimation of completeness difficult. The Mission advises against scattering any resources into outlying areas of the country where access to project headquarters is difficult; their time will come later when the system is more established.

4. Demonstration Aspects of the Project

- (a) The project should continue its demonstration/ training activities so that personnel from the Registrar-General's Department and co-operating Ministries can learn about the various innovative aspects of the project which may speed-up the gradual expansion of the system to new areas.
- (b) Furthermore, as the project has accommodated study tours from numerous African countries to learn about the new system, it is recommended that this should continue and that support for these activities should be provided by the United Nations system.

5. Comprehensive Report of Experience

The project expert should prepare a document describing the Kenya experience in the implementation of this project as soon as possible. The document should highlight features of the project such as the approach, methods, procedures, costs, as well as evaluation. The Mission has found that the project is one of the more innovative and successful projects that has so far been undertaken in civil registration in Africa. Consequently other countries in the Region which have plans for the development of their own system would find the Kenyan experience very useful.

6. Registration Survey

The analysis of the sample survey which was conducted in conjunction with the Central Bureau of Statistics in late 1983 as part of the National Demographic Sample Survey should be completed as soon as possible. It is understandable that other work at the project head office has not made it possible for the questionnaires to be

processed. However, in view of the fact that the results will provide an independent data source against which the data from the project will be evaluated, efforts to this end should be made.

7. Feasibility Study of Major Urban Areas

The feasibility of a study including Nairobi and Mombasa in the project area should be undertaken. If the study finds that the inclusion of these two cities in the project is possible, a large proportion of non-resident events would be included in the vital statistics and the statistics on causes of death would greatly improve. Also the inclusion of the urban areas would probably be cost effective as most events occur in institutions which already have the infrastructure for registration.

B. Technical Recommendations

1. Issue of Birth and Death Certificate

Issue of birth and death certificates should be free of charge to the informant if registration is made within prescribed time limit so as to motivate the public for registration. The function should be decentralized to the district level if possible.

2. Delayed or Declared Registration

Delayed or declared registration should be decentralized to the district level with necessary legal formalities. Every vital registration system has to recognize the inevitability of delayed or declared registration after the prescribed time period under the National Act. Facilities therefore, should exist for registering these events in a way which would discourage repetition, but not discourage registration.

3. Analysis of Causes of Death

Co-operation with World Health Organization should be sought for the assessment and analysis of the data on causes of death, both those based on a medical certificate and those based on lay diagnosis.

4. Utilization of Fellowship

The fellowships and study tours provided in the revised project document should be utilized for the enhancement of the professional expertise of the staff in the project's head office.

5. School Education Programme

Actions should be taken by the project as soon as possible in regard to the writing of lessons for primary and secondary schools in the form of a text-book on civil registration, followed by the introduction of these lessons in the school curricula. This was a part of the project activities planned in the revised project document, but not implemented during the project period. A related issue is the recruitment of a publications officer who should be a permanent member of the project with primary responsibility for public awareness training and the enlightenment campaign for civil registration.

6. Need for birth certificates

The production of birth certificates should be made compulsory and should be used as a document of evidence for entrance to school, proof of nationality, issue of passport, ID cards, etc. since the public response to registration would increase if the people concerned realize the need for birth certificates.

7. Need for death certificates

The death certificate should be a prerequisite for and should be issued with, a burial permit. However, in view of to the conditions prevailing in the country this should be introduced in a phased way.