Handbook on Civil Registration and Vital Statistics Systems

Developing Information, Education and Communication

United Nations

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Vital Statistics Systems
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PREFACE

The present *Handbook on Civil Registration and Vital Statistics Systems: Developing Information, Education and Communication* provides guidance to countries to help them to design and carry out information, education and communication activities in support of a comprehensive improvement programme of civil registration and vital statistics systems. It is produced as part of the International Programme for Accelerating the Improvement of Civil Registration and Vital Statistics Systems.

The International Programme, which was designed by the United Nations Statistics Division, the United Nations Population Fund, the World Health Organization and the International Institute for Vital Registration and Statistics, was endorsed by the Statistical Commission at its twenty-fifth and twenty-sixth sessions, in 1989 and 1991. The International Programme aims to encourage countries to undertake long-term self-sustaining programmes of reforms to strengthen their civil registration and vital statistics systems. To that end, it provides technical guidance by means of handbooks and other documents, and conducts training. It is being implemented by the United Nations Statistics Division, the focal point of the International Programme, with the cooperation of the regional commissions of the United Nations Secretariat and the United Nations Population Fund country support teams, and with financial support provided mainly by the United Nations Population Fund.

The series of five *Handbooks on Civil Registration and Vital Statistics Systems*, which have been designed to guide national improvement efforts, have been prepared as part of a project conducted under the International Programme, phase I, with financial support from the United Nations Population Fund. An information, education and communication programme has an important role to play in the improvement of civil registration and vital statistics systems, and should be an integral part of the design and implementation of such a programme. The present *Handbook* provides a step-by-step guide to national statistical offices and civil registration authorities for undertaking a series of actions, activities, methods and techniques to develop a successful information, education and communication programme as a part of a civil registration and vital statistics systems improvement programme. The actions and strategies suggested in the present *Handbook*

should be regarded as guidelines that may be adapted to suit a wide variety of conditions and circumstances in countries undertaking such a programme.

The present *Handbook* is designed for use with the other four *Handbooks* of the series, which deal with important aspects of civil registration and vital statistics improvement:

(a) *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance*;

(b) *Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal Framework*;

(c) *Handbook on Civil Registration and Vital Statistics Systems: Computerization*;

(d) *Handbook on Civil Registration and Vital Statistics Systems: Policies and Protocols for the Release and Archiving of Individual Records.*

All five *Handbooks* of the International Programme are designed to complement the *Handbook of Vital Statistics Systems and Methods*, volume I, *Legal, Organizational and Technical Aspects*,[1] *and* volume II, *Review of National Practices*,[2] as well as the *Principles and Recommendations for a Vital Statistics System*.[3]

The introduction of the present *Handbook* emphasizes the need for a long-term, continuous information, education and communication programme to ensure that both the policy and decision-making officials at the governmental level and the population at large are fully informed about the purpose, requirements and benefits of registration. Chapter I provides guidance on the organizational aspects of an information, education and communication programme; it includes the development of goals, objectives and major activities, the approach to obtaining financial and political support, and the establishment of a high-level advisory committee. Chapter II identifies target groups and their leaders, and outlines the most effective means of information, education and communication to reach them. Chapter III deals with strategy development and methods to be used, including the message to be conveyed. Chapter IV covers resource mobilization, time-frame and necessary resources, and the identification and mobilization of human resources for the campaign. Chapter V describes the actual implementation, launching, moni-

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[1] United Nations publication, Sales No. E.91.XVII.5.
[2] United Nations publication, Sales No. E.84.XVII.11.
[3] United Nations publication, Sales No. E.73.XVII.9.

INTRODUCTION

A. BACKGROUND

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

2. Since its advent in 1945, the United Nations has been working for the development of national statistics and improvement of their comparability. Studies were undertaken, and in 1950 the Statistical Commission recommended that the Secretary-General prepare detailed draft recommendations for the improvement and standardization of vital statistics. That recommendation was endorsed by the Population Commission, which noted that implementation of the recommendations would improve mortality, fertility and other population data necessary for the study of basic demographic problems and the interrelationships of demographic, economic and social factors.

3. Those recommendations resulted in a set of recommendations entitled *Principles for a Vital Statistics System*,[4] adopted in 1953, which also incorporated the recommendations of the World Health Organization. That publication was revised in 1970 to reflect the needs and resources of countries at different stages of development and methods; the revision was published in 1973 as *Principles and Recommendations for a Vital Statistics System*,[5] which is still largely valid.

4. In 1985 and 1991, the United Nations published the *Handbook of Vital Statistics Systems and Methods*. Volume I[6] of that *Handbook* covers the legal, organizational and technical aspects of vital statistics systems and methods; volume II[7] contains a review of national practices conducted by the United Nations during the period 1976 to 1979.

5. In 1989, the United Nations took a very important step when it designed the International Pro-

gramme for Accelerating the Improvement of Vital Statistics and Civil Registrations Systems. The Programme was prepared jointly with the United Nations Population Fund (UNFPA), the World Health Organization (WHO) and the International Institute for Vital Registration and Statistics to assist and encourage countries to take positive action to design and carry out self-sustaining reforms to their current systems.

6. The International Programme assists countries by:

(a) Providing guidelines for the self-assessment of the civil registration and vital statistics (CR/VS) systems and proposing ways and means of improving those systems;

(b) Providing guidance for formulating a national plan of action;

(c) Disseminating and assisting in the preparation of handbooks and preparing technical documents for use in the country systems;

(d) Operating a clearing house for information at the focal point, the Statistics Division of the United Nations, which is responsive to country needs;

(e) Providing technical advice to countries at various stages of country project development;

(f) Supporting and carrying out training activities to increase the skills of nationals;

(g) Assisting countries in obtaining other necessary technical cooperation for proposed activities and projects and related support of national organizations.

7. The initial step by the United Nations Statistics Division was implementation of the training component of the International Programme. That consisted of convening a number of workshops, the first of which was held in December of 1991 at Buenos Aires for selected Latin American countries. The second workshop was held in June 1993 at Damascus for Western Asian countries, and the third was held in December 1993 for selected East and South Asian countries. Later, in December 1994, a workshop was held at Addis Ababa for English-speaking African countries. A fifth workshop was held at Rabat from 4 to 8 December 1995 for 12 French-speaking African

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[4]United Nations publication, Sales No. 53.XVII.8.
[5]United Nations publication, Sales No. E.73.XVII.9.
[6]United Nations publication, Sales No. E.91.XVII.5
[7]United Nations publication, Sales No. E.84.XVII.11.

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countries. Those five workshops focused on strategies for accelerating the improvement of CR/VS systems in participating countries.

8. The above-mentioned workshops have been of great benefit to the International Programme by:
(a) Assessing the adequacy of their CR/VS systems in terms of coverage, timeliness and reliability;
(b) Outlining strategies for improving those systems;
(c) Discussing ways and means of raising the awareness of all the participants in those systems, including government authorities, CR/VS personnel, and the general public;
(d) Developing sound recommendations that would be practicable in an era of limited resources.

9. Also, as part of the International Programme feasibility studies were undertaken in selected countries with the goal of achieving full registration coverage and improvement in the quality and timeliness of vital statistics.

10. Efficient CR/VS systems were defined as those providing full coverage of live births, foetal deaths, other deaths, marriages and divorces occurring within a specific area. Such a system yields timely, accurate and complete data and information on vital events. It is free of omissions, delayed registrations or double registrations of a single event, and it renders prompt service to the public. It is less vulnerable to misuse, counterfeiting and forgery of vital records, which are of legal and economic value to the individual and the society.

11. A series of five subject-specific handbooks have been prepared under the auspices of the International Programme to assist developing countries to operate their CR/VS systems, as follows:
(a) *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance*;
(b) *Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal Framework*;
(c) *Handbook on Civil Registration and Vital Statistics Systems: Developing Information, Education and Communication*;
(d) *Handbook on Civil Registration and Vital Statistics Systems: Computerization*;
(e) *Handbook on Civil Registration and Vital Statistics Systems: Policies and Protocols for the Release and Archiving of Individual Records*.

12. The present *Handbook* is the third of the series; countries are encouraged to consult all five *Handbooks*, along with the above-mentioned *Handbook of Vital Statistics Systems and Methods*,[6, 7] and *Principles and Recommendations*.[5] These are particu-

larly important for countries undertaking an overall CR/VS systems improvement programme.

13. The United Nations Statistics Division, which is the focal point for the International Programme, welcomes contributions from all governmental and non-governmental institutions for information and developments related to civil registration and vital statistics systems, their methodology, related laws, manuals, registration records, statistical forms, vital statistics publications, software for electronic recording of vital events etc. Materials on various aspects of the CR/VS systems are available upon request; inquiries should be directed to:

Focal Point for the International Programme for Accelerating the Improvement of Civil Registration and Vital Statistics Systems
United Nations Secretariat, Room DC2-1518
New York, NY 10017
UNITED STATES OF AMERICA

14. An overall CR/VS systems improvement programme should include at least three major components:
(a) The legal framework, including legislation and regulations (this could include protocols on the release of information);
(b) The administrative procedures and organization, including management, operation and maintenance (this could include computerization of registration systems, or could be a separate component of the overall programme);
(c) The information, education and communication programme for effective registration.

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

B. PURPOSE OF THE *HANDBOOK* AND OVERVIEW OF THE CONTENTS OF THE *HANDBOOK*

16. The purpose of the present *Handbook* is to help design and carry out self-sustaining information, education and communications activities to give support to a country's overall improvement programme of CR/VS systems. It outlines actions to be taken on a step-by-step basis to develop successful information, education and communication programmes.

17. A well-informed population will contribute spontaneously to the timely and accurate registration of vital and civil status events as they occur.

18. Information, education and communication are necessary in order to inform high-level government officials of the necessity of effective and efficient systems. Decision makers must understand the many resulting benefits, and be willing to make firm commitments to provide financial resources for successful reforms to the current systems.

19. The present *Handbook*, *inter alia*, provides advice on how to obtain the cooperation and participation of influential professional groups, such as medical societies, practitioners, other medical personnel and organizations, high-level civil registration/vital statistics officials, the legal profession and religious organizations.

20. Since in many countries registration is administered in a decentralized manner, registrars at the state/provincial/regional levels should also be fully involved in the information, education and communication programme. It is particularly important to obtain the wholehearted cooperation and assistance of local registrars in every part of the country. Their help is needed to ensure that the whole population is aware, resulting in effective and efficient registration systems.

21. The recommended actions and strategies should not be regarded in any way as being too complicated for use in developing countries. They are intended only as guidelines to be adapted in accordance with the actual situations and conditions of the country concerned. Many of the recommended actions call for a more dynamic role of the local registrars, who should maintain good working relationship with the community and with the main users of civil registration/vital statistics data and information. A more involved local registrar will become part of the solution, and will no longer be part of the problem as is the case at present in a number of developing countries.

22. The handbook outlines the most effective methods and techniques to raise public awareness of the benefits to both the population as a whole and individuals of good civil registration/vital statistics systems. Campaigns are directed to the public in general and to specific target groups, especially the disadvantaged, illiterate or neo-literate, and people who live in areas with poor communication systems.

23. It should be noted that such matters as the review and revision of the legal framework and administrative aspects of systems, as well as the actual writing, preparation and production of instruction manuals for the training of local registrars and statistical personnel, are an administrative/management responsibility, and are therefore outside the scope of the present manual.

24. The present *Handbook* is directed principally to two categories of officials:
(a) The policy and decision-making officials at the governmental level who enact the necessary laws and regulations to activate civil registration improvement programmes and allocate the necessary funds to implement an effective programme;
(b) The civil registration officers at the central (federal) and provincial government levels.

25. The *Handbook* outlines the elements of an effective information, education and communication (ED/COM) campaign in support of the CR/VS systems improvement programme, and emphasizes its importance.

26. The overall registration improvement project should include a long-term, continuous publicity information/education/communication campaign as an integral part of the operation of the civil registration/vital statistics systems. That will ensure that the population is fully informed about the purpose, requirements and benefits of registration. Knowledgeable residents will support the timely and accurate registration of vital events as they occur on a continuous and permanent basis. Isolated attempts to educate certain target groups should be avoided.

27. It is recommended that the campaign adopt a strategy of phased implementation. There needs to be a high degree of coordination and collaboration among the agencies participating in CR/VS systems and donor agencies. Producers and main users of data and information should also work in a coordinated and collaborative manner to strengthen those important systems that are so relevant to the individual and to the society.

28. An important element in an information, education and communication programme is the assurance of genuine commitment on the part of the Government to maintain the confidentiality of CR/VS data and information, without which the collection of data would become very difficult.

29. Chapter I outlines the organizational aspects of information, education and communication for civil registration and vital statistics systems, including the structure of the education and communication office, development of goals and objectives, and the identification of problem areas and setting of priorities. Major activities are outlined, including the formation of a national plan of action, an approach to government and the establishment of a high-level Advisory Committee.

30. Chapter II deals with the identification of target groups and their leaders, the determination of conditions/beliefs that are deterrents to effective registration and the development of measures to counteract those conditions, and the determination of the most

effective means of communication with the general population and with other specific target groups.

31. Chapter III outlines development of the strategy and methods to be used for the ED/COM plan, including the development of the message to be conveyed, the production of a handbook for and training of information, education and communication leaders and key officials and organizations. That includes the development of a communication action plan to cover community workshops/meetings and all forms of media, as well as special techniques for reaching target groups and less privileged populations and those who live in rural areas.

32. Chapter IV concerns resource mobilization, including the development of the time-frame and required resources, and the identification and mobilization of human resources.

33. Chapter V deals with the actual implementation of the communication campaign, including launching, monitoring, ongoing research, evaluation and revision/adjustment of the campaign.

34. Chapter VI contains a list of specific recommendations to assist in carrying out reforms to the country's present civil registration/vital statistics system.

Annexes I-XI outline in detail many of the components of the information, education and communication programme, including work plans and activities/ time-frames, human resources requirements and job descriptions; annex XII contains references and a bibliography.

C. BENEFITS OF HIGH-QUALITY CIVIL REGISTRATION / VITAL STATISTICS SYSTEMS

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

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

37. For the nation, effective CR/VS systems, whether they are operated within a centralized or decentralized administrative system, are essential for the accurate planning of programmes designed to promote the well-being of that country's people. That includes

demographic analyses of statistics, which are essential to proper planning for social development, including the design and implementation of public health measures, maternal and child care, family planning, social security, education, housing and economic development.

38. A significant benefit to a country that undertakes a long-term programme of improvements to its CR/VS systems is that effective systems may actually save money.

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

40. Information on the benefits of effective CR/VS systems outlined in detail in the present section of the manual can constitute a valuable element of the ED/COM campaign, and much of this information should be used in the texts for training handbooks, pamphlets/brochures, press releases and commercial advertising. This information can be adapted for target groups, such as government officials, social and economic planners, demographers, statisticians, health professionals and medical researchers, as well as civil registration staff and vital statistics personnel.

41. A well-functioning civil registration system would have a database or a national archive for its population (live birth/death/marriage/divorce) files. That database would be a key instrument for the administration of the country. Once the birth certificate is standardized nationwide and prepared under security measures, it becomes easily recognizable by the concerned authorities and no foreign-born person can easily enter a country illegally. In other words, a scientifically kept CR database or national archive will help to secure the geographical borders of a country.

42. For the world community, accurate knowledge of a country/region's growth (or decline) of population is most important. Reporting of infectious and chronic diseases to measure the rates of morbidity and

mortality is essential for identifying areas that may be in need of aid from the world community. That includes assisting in the medical research that is so essential in the current era of widespread population mobility.

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

44. At the local level, accurate information is essential for proper planning for the needs of the community, particularly for health and education facilities, as well as for housing and the evaluation of labour/ employment requirements.

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

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

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

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

49. Some countries, such as Chile, centralize a variety of government services under their civil registration administration, including the issuance of identification cards with advanced security features, including fingerprints, and the issuing of visas and passports. The individual's personal identification number may be linked to a variety of social security benefit programmes, including pensions.

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

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

52. Death records are of particular importance in public health, for identifying the magnitude and distribution of major disease problems. Data from those records provides the starting point for epidemiological studies concerning such diseases as acquired immunodeficiency syndrome (AIDS) and the Ebola virus, which in the summer of 1995 resulted in 244 deaths in Zaire. More recently, there was an outbreak in equatorial Gabon, which caused at least 10 deaths, and one case in the West African nation of Côte d'Ivoire.

53. Cause of death information is essential for medical research into such major causes of death as cancer and heart disease.

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

55. In areas where major epidemic diseases (such as smallpox, malaria, yellow fever and the plague) have been eradicated, the appearance of one of these diseases as a cause of death should immediately trigger action to immunize or treat persons who may have been in contact with the diseased person during the illness that led to death.

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

57. Mortality statistics provide information on the magnitude and distribution of major diseases and health problems, and are useful in planning, conducting and evaluating control or prevention programmes. Statistics on death from drug use and poison have been crucial in obtaining the passage of legislation to protect

people. Drug rehabilitation and poison control centres have been opened, and public education programmes have been launched to alert the public to those dangers.

58. Mortality studies reveal a widening sex difference in life expectancy in developing countries, which has implications for the increase in the number of female heads of household. Maternal and infant mortality studies require high-quality registration data. Research into the spread of AIDS, including the perinatal transmission of that disease, is dependent on reliable cause of death statistics. The availability of mortality data for small political subdivisions has helped in delineating health problems and formulation of relevant policies. The subnational data on cause of death has enabled health planners to focus on the specific morbidity conditions of different communities and even ethnic groups. Road accidents, violence and suicide continue to be important causes of death among young adults in some countries. However, the assessment of the gravity of the situation would be pure speculation unless figures are available from a vital registration system.[8]

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

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

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

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

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

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

65. Birth records are the starting point in public health care programmes for the post-natal care of mother and child. They serve as a basis for visits by public health nurses to teach mothers how to care for their newborns, to arrange for special care for prema-ture infants, for vaccinations and immunization, and for the identification of such congenital malformations as cleft palate or club foot and other physical handicaps that require medical attention.

66. Marriage and divorce records are used in social and demographic studies to assess the dynamics of the social and demographic progress on a local, national or regional level.

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

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

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

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

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

72. That the use of information in civil registration vital statistics records is very important to monitor a country's population policy goal attainments is sup-

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

ported by a 1993 report.[8] The report found that demographic data from civil and vital event registration played an important role in the development of a country's policies and programmes on population, environment and socio-economic development, and in the monitoring and evaluation of those policies.

73. In the 1960s, in many developing countries the need for initiating population policies became apparent, and since then many have adopted population policies and established targets, especially for fertility and mortality.

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

75. Estimated annual population by age and sex is required not only for use as denominator for computing age-specific fertility and mortality rates but also for other aspects of development planning, such as employment and housing, transportation and education, as well as for the computation of per capita gross national product. When reliable vital statistics are available and international migration is measurable, yearly estimates of population may be obtained from a simple equation utilizing census data. Also, since the coverage of both population census and the civil registration system is such that they provide data at subnational and even community levels, reasonable estimates may be obtained for localities and communities. Those data are now in very high demand by the private sector, while town planners and local administrations have always been seeking data at that level.[9]

76. The above-mentioned ESCAP report found that the formulation of an effective plan of social and economic development requires projections of a wide variety of factors for the planned period. Population projections play a pivotal role and become the foundation for other projections, including that of economically active population and the labour force. The size, structural characteristics and regional distribution of the population thus obtained become the basis of various social and economic policies and programmes. For example, they are useful for determining the requirements for school facilities, transportation, water, electricity and other public utilities. Those public projects require large capital outlays, which clearly demands that the projections be of certain acceptable quality. Otherwise, the residents might face hardships due to insufficient

facilities or the government resources would be wasted if the demand is overestimated. In a declining fertility situation, the latter scenario is highly likely unless reliable vital statistics are available. Many developing countries are unable to produce good population projections by age and sex at the subnational level because of the absence of an adequate vital registration system.

77. Vital statistics records can provide valuable information on subgroups of the population of a country. For example, one province in Canada —British Columbia—produces an analysis of major health status indictors of the aboriginal status Indians in that province.

78. The above-mentioned comprehensive report compares birth-related and general mortality statistics of status Indians with those of the overall provincial population. A vital statistics overview for the years 1987-1993 found that, compared with provincial levels:
(a) The total fertility rate was one and a half times higher;
(b) In the youngest age group—15 to 19—the age-specific fertility rate was four times higher;
(c) The post-neonatal death rate was three times higher;
(d) The age-standardized mortality rate was double the provincial rate;
(e) The cause of death by tuberculosis was nine times higher;
(f) For accidental poisonings, the death rate was six times higher;
(g) For homicides, the death rate was five times higher;
(h) Suicides by young male Indians was three times higher;
(i) The life expectancy rate was 12 years less than the overall British Columbia/Canada population. In fact, the life expectancy rates for status Indians resembled the rates seen in the general population 40 to 50 years ago.

79. Statistics of that nature provide information crucial to the planning of effective health-care programmes for disadvantaged minorities within the general population.

80. At the international level, accurate and comprehensive vital statistics provide for comparison and evaluation of the differences between countries and regions, and for tracing the demographic stages of progress in geographic, social, political, and economic conditions in the process of social and economic development. Member states of the World Health Organization have made a commitment to achieve Health for All by the year 2000. Special attention is being given to reducing inequalities among a number of population

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[9]Ibid.

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groups, namely women and children, the elderly, migrants, refugees and minority groups.

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

82. Birth registration is essential because it is the inalienable right of every child to have an identity. That principle is expressed in article 24 of the United Nations International Covenant on Civil and Political Rights, in which it is stated that every child shall be registered immediately after birth and shall have a name. Another covenant, on consent to marriage, minimum age for marriage and registration of marriage, proclaims that all marriages shall be registered in an appropriate official register by the competent authority. The link between human rights and registration of vital events was emphasized in the World Population Plan of Action adopted in 1974.[10]

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

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

85. The United Nations also adopted the International Convention on Elimination of All Forms of Racial Discrimination, and the Declaration on the Elimination of Discrimination against Women.[11]

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

87. However, because registration systems do not operate effectively, in many countries a large number of individuals are deprived of the right to proof of birth, marriage, divorce or death, which would establish the person's name, age, marital status etc. and eligibility for civil and human rights. Safeguarding the right to civil registration is necessary to protect human rights.

88. Article 10(2) of the Covenant on Economic, Social and Cultural Rights provides that special protection should be accorded to the mother during a reasonable period before and after childbirth. If the birth of a baby is not registered at once, then there is no link made to the medical care unit that deals with child and maternal health care. There, non-registration could deny the right of the mother to such "special protection". Data from death registries guide in the development of public health programmes designed to protect and improve the health of the whole population.

89. Such programmes are necessary to ensure that, as provided in article 12(2)(a) and (c) of the Covenant, States can take the steps necessary for the healthy development of the child and the prevention, treatment and control of epidemic, endemic, occupational and other diseases.[12]

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

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

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

93. Vital records are a potent force in the exercise of human rights, and people should be made aware of the ways in which those records are important in their lives.[13]

94. Most of the major recommendations of the conferences organized by the United Nations from 1990—such as the International Conference on Population and Develoopment (Cairo, 5-13 September 1994), the Fourth World Conference on Women (Beijing, 4-15 September 1995) and the World Summit for

[10]See Nora Powell, *Human Rights and Registration of Vital Events*, Technical Paper, No. 7 (Bethesda, Maryland, International Institute of Vital Registration and Statistics, 1983).
[11]Ibid.
[12]Ibid.
[13]Ibid.

Children (New York, 29 and 30 September 1990)—will require the availability of accurate and timely data and information down to the local area level to be able to design, implement, monitor and evaluate the impact of intervention programmes.

95.   During the 1979 International Year of the Child, the United Nations expressed deep concern over the status of children throughout the world but especially in developing countries. The General Assembly noted that far too many children are undernourished and are without access to adequate health services. They are also missing the basic educational preparation for their future, and are deprived of the elementary amenities of life. Birth registration can be a powerful force in bringing children to the attention of the authorities in charge of health programmes, nutrition services, educational programmes and other social services.

96.   One of the goals of the United Nations Decade for Women, which concluded in 1985, was the recognition by women of the importance of registering births, deaths, marriages and divorces. The documentation of those vital events directly related to improving the status of women in education, marriage and its dissolution, health care, social security and all areas in which proof of identity, age, nationality, marital status, motherhood and widowhood are important factors.

97.   Vital statistics are an essential component of the database required for the review and appraisal of both the World Population Plan of Action and the World Plan of Action for the Implementation of the Objectives of International Women's Year.

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

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

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

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

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

103.   For a detailed list of the uses and benefits of civil registration/vital statistics systems, see paragraphs 80 to 112 of the *Handbook of Vital Statistics and Methods*, vol. I, *Legal, Organizational and Technical Aspects*.[6]

I. ORGANIZATIONAL ASPECTS OF INFORMATION, EDUCATION AND COMMUNICATION FOR EFFECTIVE CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS

A. ORGANIZATION OF INFORMATION, EDUCATION AND COMMUNICATION PROGRAMME

1. Role in the civil registration and vital statistics systems

104. The development of an effective information, education and communication programme is essential for successful improvements to a country's CR/VS systems. Organization and establishment of the Information, Education and Communication (ED/COM) Office should be an integral part of the entire process, from initial planning to finalization of a national plan of action.

105. The ED/COM publicity campaign should be designed to educate the public in general, and in particular to target groups of people in areas where it is known that civil events are greatly underreported. The campaign should attempt to motivate people to make timely registration of such events and accept it as a regular part of their lives.

106. The other elements of an overall registration improvement programme are essentially more of an administrative/management nature, resulting in changes to the legal, administrative and technical aspects of the CR/VS systems, which are dealt with in the *Handbook on Civil Registration and Vital Statistics Systems: Management, Operation and Maintenance* and the *Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal Framework* (vols. I and II, respectively, in the International Programme series; see Introduction).

107. But if people do not know that registration is necessary and that there are benefits of registration, then any administrative changes in civil registration will not by themselves result in a significant improvement in terms of increased coverage. Informing, educating and communicating effective, appropriate messages about registration must be a long-term, continuous process.

108. In an information, education and communication programme, there are two crucial elements: effectiveness and efficiency; they should be given consideration at every step of the planning, implementation, monitoring and evaluation process. Effectiveness means *doing the right things*, and efficiency means *doing things right*.

109. The information, education and communication programme is a long-term ongoing process, and for that reason in an ideal situation the most logical and effective location is within the Department of the Registrar General (or the Department of Civil Registration), with the Head of the ED/COM Office reporting directly to the Registrar General. By ED/COM Office in the present *Handbook* it is understood that at least one person is designated for that function.

110. Or it may be that the country does not have a national registration office with the authority to actually administer the civil registration system. For example, in the Philippines, although there is a National Statistics Office that technically may supervise local registration office activities, in fact the local registrars are appointed by the cities and other municipalities, their salaries are paid wholly from local government funds, and they report to the Mayor. If that is the case in a country implementing a registration improvement programme, the National Statistics Office may wish to initiate an ED/COM Programme by means of a task force for which members can be drawn from different government agencies involved in civil registration and vital statistics systems on loan and/or secondment.

111. It must also be recognized that in many developing countries, the CR authority is only a small body within the Ministry of the Interior/Ministry of Justice etc., whereas the vital statistics system is a responsibility of the national statistical office. In such cases, it may not be realistic to envisage the creation of an ED/COM office within the existing registration offices. Rather, a task force as described above should suffice.

112. In many countries, information/education/communication and publicity/awareness/motivation campaigns may be delegated to State-owned media—radio, television and print outlets—with only a small component of the overall campaigns, such as printed pamphlets and brochures, billboards, film strips, shows, public meetings etc., assigned to other resource sources. In that way, the cost of implementation of the programme may be kept within reasonable limits.

113. Whether or not the ED/COM programme will rely on State-owned media or other independent commercial media will be up to each country to decide for itself.

114. Although the ideal situation is to create an ED/COM Office within a civil registration department that administers a national, standardized registration system throughout the country, it should be emphasized that the actions and strategies outlined in the present *Handbook* are designed as guidelines to be adapted only if they are appropriate and practical in the country undertaking a registration improvement programme. Those guidelines may be adapted and revised in accordance with circumstances in the country concerned, and should be useful to the personnel of State-owned media outlets, the ED/COM Office staff and all others involved in those aspects of an overall registration improvement programme.

115. When possible, the ED/COM Office should be located within a department of the Registrar General, at the national level. The ED/COM Office should provide the focal point for the gathering and analysis of all information, and the preparation of a national plan of ED/COM action for presentation to the Government. That should be a component of an overall long-term CR/VS work plan. Subsection D.3 below reviews the major aspects of formulating an overall ED/COM plan of action, which may cover a period of several years.

116. If there is another type of organization with the registration office as part of the Department of the Interior, for example, then information, education and communication plans and programmes may be adapted accordingly.

117. If the country's registration systems are decentralized, plans may be prepared in accordance with the country's actual political/organizational structure.

118. The actions described in the present *Handbook* are based on the assumption that there is an ED/COM Office within the Department of the Registrar General, even if it is just a small unit of one or two persons. If that is not the case, they may be adapted in accordance with the realities of the situation within the country.

119. The ED/COM Office will be responsible for the preparation of materials for the information, education and communication campaign at the national, regional and local levels. It will provide for the overall organization of meetings and other forms of communication with the general public and target groups in particular, including, as applicable, the radio, television and print media. It will also provide pamphlets, signs, information booths at local markets, especially for meetings with public health officials, women's groups, home and school associations, and spiritual and religious organizations.

120. During the approval process, the ED/COM Office should prepare preliminary documentation, and when approval is obtained should orchestrate an announcement by the Government, preferably by the Head of State—President/Prime Minister or appropriate minister—at a press conference; should prepare and distribute press releases and radio and television "sound bites" for national distribution; and should prepare speech material for cabinet ministers and other elected officials.

121. The ED/COM Office should also prepare and distribute media material at the regional/provincial/state/county level, to be used by political officials at that level of government and other appropriate officials, especially if there is a decentralized registration system in the country.

122. That portion of the campaign would be undertaken after consultation with regional officials to determine the most effective media to be used. The Office should also hold extensive consultations with regional and district and local officials to identify community leaders, influential spokespersons and community organizations, and special target groups, as well as cultural/traditional conditions that may be deterrents to registration and strategies to overcome such problems. The ED/COM Office will prepare a handbook for use at training sessions, some of which will be held at the regional and local levels for communication/education leaders and key officials and organizations.

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

(a) Identification of problem areas;
(b) Setting of priorities;
(c) Development of the principal general goals and objectives;
(d) Formulation of a national plan for information, education and communication;
(e) Obtaining government approval and commitment of resources;
(f) Setting specific goals and objectives;
(g) Developing overall strategy;
(h) Determination of the most effective means of information, education and communication;
(i) Development of a message to be conveyed and an information, education/communication action plan;
(j) Drawing up of a comprehensive campaign, utilizing all media and other communication tools;
(k) Developing specific plans for communication with less-privileged people, such as persons who are illiterate, rural dwellers etc.

124. All of those actions must be completed well in advance of the actual launching of the information, education and communication programme, and its ongoing implementation.

125. If the country's system is decentralized, the above plan would have to be altered to accommodate the circumstances.

126. During the entire registration improvement programme, it will be emphasized that information, education and communication must be a long-term continuous campaign that must reach the people, especially target groups, and must be designed to motivate them to want to register events for their own benefit.

2. Structure of the Information, Education and Communication Office

127. As an example, it is proposed here that the ED/COM Office be staffed by four members. According to the circumstances of each country, there may be staff members of the Registrar General's department and/or persons on loan or secondment from the government agencies involved in CR/VS systems, including the national statistical office. It also could be supplemented by consultants, if resources permit. The proposed positions are as follows:

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

128. The Director of the ED/COM Office should be a person with overall expertise in information, education and communication, who would report directly to the Registrar General.

129. The person selected would consult closely and extensively with persons with technical and professional expertise, and would obtain the assistance of other government information, education and communication specialists, particularly those in the fields of health promotion and education, and communication in general.

130. Different approaches should be considered in selecting the Director of the ED/COM Office:

(a) One approach would be to second from existing government service a top-level expert in communication for a period sufficient to draw up the framework for the entire campaign, who would stay until it had been launched and operating for a short period of time (for example, one and a half years) and would then return to his/her previous government position. Check, for example, if there is an expert in communication at the national statistical office who might have been involved in publicity census campaigns, or in the ministry of

health an expert dealing with health awareness campaigns, and so on;

(b) An Assistant Director could be appointed as the office is established, who would take over as Director when the seconded person returned to regular government service;

(c) A person within the present government service could be recruited for the position of Director on a permanent basis;

(d) Another option would be to go outside government service and select, either on a short-term or on a permanent basis, a person with the required qualifications and experience. If it is decided to obtain, on a permanent basis, the services of a person who will work on both developing the campaign and its long-term implementation, then it may be helpful to engage outside consultants to assist in the initial stages.

131. However, it should be emphasized that it is in no way essential that outside consultants, particularly an advertising group, be involved in the information, education and communication programme.

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

133. There is merit in considering the employing of one very high-level person to head the ED/COM Office for the planning period, and for the launch and initial evaluation of the campaign. Then, the position could be turned over to another person who would require a somewhat lesser degree of expertise in the more professional and technical aspects of development of the programme but could provide effective direction on a long-term basis to the overall information, education and communication programme. Ideally, that person would work for some time with the initial Director who develops the overall plans before becoming Director for the ongoing period.

134. For countries that wish to implement these posts, annex VI below provides brief job descriptions of the types of qualifications and experience that will be required for personnel in the ED/COM Office.

3. Officials' Working Committee

135. At the initial stage, it will be necessary to establish an Officials' Working Committee that will provide advice to the office during the interim period between the setting-up of the ED/COM Office and the appointment by the Government of the Advisory Committee once the Government has approved the overall programme.

136. The Officials' Working Committee would be made up of representatives of the various departments and agencies that are involved with (or affected by) civil registration/vital statistics systems. The Committee would be fully involved in the initial planning, and would share responsibility with the Registrar General for the development of a compelling, credible plan to present to the Government. The Committee would, in addition to the Office of the Registrar General, include representatives of the agencies concerned with civil registration and vital statistics systems and main users of the information. A tentative list might include:

(a) Department of Health;
(b) Department of Education;
(c) Department of Justice/Attorney General;
(d) Bureau of Statistics.

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

(a) Department of Finance;
(b) Department of Social Services;
(c) Department of Social Development;
(d) Department of Culture/Heritage;
(e) Department of the Interior or the department in charge of administration of government services at the regional/provincial/state/county level;
(f) Office of the Prime Minister/President;
(g) The Government's central planning agencies.

138. It is recommended that persons with the status of Assistant Deputy Minister (or equivalent) be appointed to the Officials' Working Committee. Where necessary, they could delegate an appropriate subordinate (e.g. a Director of a Division) to attend meetings and carry out assignments. The Assistant Deputy Minister would keep the Deputy Minister well briefed on the progress and plans of the Committee. The Director of the ED/COM Office would be a member of the Officials' Working Committee, and other government officials with expertise/experience in the education/communication field, as well as demographers, statisticians and epidemiologists etc., would be assigned to the committee as resource persons. The Officials' Working Committee would be headed by a senior administrator with experience in long-term government planning and implementation of new programmes.

139. Because close coordination and interaction must be maintained with the national committee that oversees the technical/administrative/legal portions of the overall programme for improvement of the registration system of which the Registrar General should be a member, it is worthwhile to ensure that the Director of the ED/COM Office is a member or attends meetings in order to be fully briefed on all activities related to these segments of the project.

B. GOALS AND OBJECTIVES OF THE INFORMATION, EDUCATION AND COMMUNICATION PROGRAMME

1. *Identification of problem areas and setting of priorities*

140. Carefully study and analyse the document(s) that outlines all of the problems and shortcomings in the present civil registration/vital statistics systems that need to be corrected. For example, current registration may cover only an estimated 50 per cent of births, 30 per cent of deaths etc.; the quality of information may be very low; records may contain 40 per cent inaccuracies and events may not be reported as they occur, so that information/statistics cannot be produced in a timely manner so as to be useful for government planning. The coverage, accuracy and timeliness may vary from region to region within the country, and if that is the case, list those variations. Study also what the sources of those and other pinpointed problems might be. Then, determine how the ED/COM programme can help to solve them.

141. Among some segments of the population, there may be cultural/tribal traditions that hinder registration, e.g., in some societies death is not to be mentioned, so people do not want to register a death. Or there may be customs that prohibit naming a child at birth, which would work against timely registration of the birth. There may be resistance to having a child's illegitimacy recorded on a birth registration record. Or marriage may be performed only by tribal custom, officiated at by a person with no knowledge/experience in registering the event. An ED/COM programme tailored to a particular country and to specific target groups should be able to work out those problems.

142. All of the most recent available demographic information relating to the population of the country should be examined carefully. For example, census data would provide a population estimate, and there may have been household or ad hoc surveys that provide that type of information. In addition, each country usually prepares its own population estimates and projections. Also, examine the latest crude rates of births and deaths per thousand population and fertility/mortality rates for the various subdivisions of the country.

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

144. Depending on the availability of skilled human resources in a particular country, members of the Officials' Working Committee would participate in

preparation of that document, outlining the problems in the present civil registration/vital statistics systems and listing problems that affect their departments/agencies.

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

146. At the initial meeting of the Officials' Working Committee, one of the first steps towards obtaining a wide-ranging view of the problems would be to give each member an assignment to prepare a description of the problems and their sources as he/she sees them. Questions to be considered would include: What is the problem? When and where does it occur? Why and how does it occur? Who or what is responsible? How does that problem impact on the immediate and long-term provision of services to the people by the Government? How can the ED/COM programme contribute to counteract the problems?

147. Remember that an ED/COM programme cannot be designed unless an in-depth study that assesses the adequacy of the civil registration and vital statistics systems is available. If that is not yet done, the national committee that oversees the overall improvement programme may wish to use the following guidelines for the systems' evaluation: "Review and assessment of the national civil registration and vital statistics systems" and "Outline for preparing a country report on current status of civil registration and vital statistics systems". They are available in Arabic, Chinese, English, French, Russian and Spanish upon request (see para. 13 above).

148. At that stage, each department/agency concerned should consult with its officials at the regional/provincial/state/county levels to obtain accurate information on area conditions, particularly about the groups within the population that should be segmented as target groups to whom special attention would be directed.

149. In areas where there are particularly severe deterrents to registration, such as cultural traditions, it may be useful to hold some simplified type of focus group meetings to learn of the specific problems first-

hand from representatives of the people concerned, who may also have some good suggestions about the most effective means to overcome those deterrents. Local community leaders should also be consulted. Or such action may be taken later under the direction of the Advisory Committee (see chap. II B below).

150. When all of the available information about the problems is obtained, each member of the Officials' Working Committee should then state what he/she perceives to be the most appropriate strategies to correct the problems. Set a deadline for completion (e.g. one week) for the list of problems and recommended solutions to be returned to the head of the Committee, who will then review them with the Registrar General and the Director of the ED/COM Office. At that point, the suggested strategies need not be too specific but should indicate the general direction that, in the Officials' opinion, should be taken. A draft working document identifying the problem areas could then be produced by the Director of the ED/COM Office under the direction of the Registrar General (or equivalent) and presented to the next meeting of the Officials' Working Committee. After that document (likely to be amended before finalization) is approved, then the Committee should study the problem areas and set out the priorities in order of importance.

2. Developing the main goals and objectives of the information, education and communication programme

151. Below are some examples of goals of the overall improvement programme that should have been prepared by the national committee (task force) appointed for that purpose, which provides the framework for the ED/COM programme. Analyse which of those goals can be supported by the ED/COM programme.

152. First, the goals of the programme must be determined. These are general and long-range, and identify the ultimate results desired; they do not lock the programme into specified procedures, schedules and resources.

153. Second, the objectives that evolve from those goals must be established.

154. Those objectives must be SMART, that is:

Specific

Measurable

Attainable

Reasonable

Time Specific (objectives can be broken down into (a) short-term (b) long-term)

155. After the objectives are identified, then come the tasks (or action steps) required to attain the desired results (goals). Those tasks should include tight schedules, precise allocation of resources and specific iden-

tification of responsibilities, but those parameters will probably not be determined until after the Advisory Committee has dealt with them under the requirements of chapter I.D below.

156. The following are examples of goals:

(a) To make registration compulsory nationwide (all groups of the population should be covered; registration should not be voluntary for certain ethnic and tribal groups since that would increase the likelihood of vital events going unregistered);

(b) To adopt a common framework to govern all matters pertaining to civil registration and vital statistics in the country;

(c) To require high standards of data and information;

(d) To standardize all registration procedures and statistical reporting throughout the country and enforce them;

(e) To increase the registration coverage to at least 90 per cent, an acceptable international standard, and to provide prompt and efficient services to members of the population;

(f) To create an awareness among the general public, in particular among target groups, of the importance of timely registration, and to motivate them to take positive action;

(g) To improve the accuracy and completeness of required information on civil registration/vital event records;

(h) To improve the timeliness, quantity and quality of statistics and other information gathered from civil registration/vital statistics records;

(i) To improve the accessibility of registration facilities to the public;

(j) To make certificates of birth, marriage and death more easily available to the public.

157. Objectives flow from goals. Analyse which of the following objectives of the overall improvement programme could be supported by the ED/COM programme:

(a) For births, to achieve 90 per cent of registration coverage within two years of initiation of the education and communication campaign;

(b) For foetal deaths, to achieve 85 per cent of coverage within three years;

(c) For other deaths, to achieve 90 per cent of registration coverage with three years;

(d) For marriages, to achieve 85 per cent of coverage within three years;

(e) For divorces, to achieve 90 per cent of coverage within three years;

(f) To improve the accuracy of information on registration records, particularly on cause of death, to a rate of 90 per cent within three years.

(g) To improve the timeliness of information/statistics from civil registration/vital statistics records by making them available (in a preliminary form) within six months after the close of the Government's (fiscal or calendar) year, and by having a completed report available within twelve months of the close of the year;

(h) To make the general public, particularly target groups, aware that births, foetal deaths, deaths, marriages and divorces must be registered within specific time limits with the proper officials within three years of the initiation of the information, education and communication campaign;

(i) To ensure the establishment of a registration office within each registration administrative unit as defined by the district administrator within two years, or where that is not possible, to ensure that a deputy registrar visits each remote area in certain subdivisions of the developing countries once every month (or two months);

(j) To make birth, marriage and death certificates available at locations reasonably accessible to the general population within two years;

(k) To standardize legislation governing civil registration/vital statistics systems within three years;

(l) To standardize the registration forms' and certificates' layout within four years.

C. MAJOR ACTIVITIES

1. Formulation of a national programme for information, education and communication

158. This task would be undertaken by the ED/COM Office, under the direction of the Registrar General and the Officials' Working Committee. It should be noted that later, after government approval and establishment of an Advisory Committee, a very detailed action plan will be developed (see chapter III below). The plan to be formulated at this stage, which is to be presented to the Government, could be more general in nature.

159. The ED/COM plan should define the general goals and objectives and contain an outline of the plan at the national level. Also, generalized recommendations should be made concerning effective techniques for reaching not only the general public but specific target groups that in the past have been difficult to reach, such as illiterate people, rural populations or those who have cultural or tribal traditions that present barriers to registration.

160. Specific determination of the most effective means of communication with the general public and target groups will be made later under the direction of

the high-level Advisory Committee (see Chapter II.C below). That will occur after extensive research and identification of target groups, with possible consultation with professional media/communications/public relations firm(s) or person(s).

161. In formulating the national plan, it should be emphasized that where possible, non-commercial means of information, education and communication should be used, such as government-owned radio and/or television stations or networks, no-charge public affairs and community events programmes, editorials and news stories in the print and electronic media, community/agricultural newsletters, and such organizations as home and school associations/service clubs; in a one-party government country, the party newspaper(s) and other communication facilities can be utilized.

2. Approach to government for approval of plans and commitment of sufficient resources to implement the proposed information, education and communication programme

162. The Officials' Working Committee, with major input from the ED/COM Office, will prepare detailed plans for presentation to the Government for approval of the proposed programme and the commitment of sufficient resources for its implementation.

163. This first document to be presented to the Government should emphasize the following obvious points:
(a) The overall project—the improvement of civil registration/vital statistics systems—is important to the country, and there are significant benefits (see introduction, section C);
(b) To achieve any degree of success in the improvement programme, it is essential to have, among other things, an effective information, education and communication programme. Because, unless the people know about registration, when, where and how to do it, and the benefits to them as individuals and to their families, it will be impossible to motivate them to register in sufficient numbers to make the civil registration/vital statistics systems truly effective;
(c) At the national level, emphasize that it is important that the Government give wholehearted approval to the programme and make that known to the public, and that it demonstrate a commitment by making sufficient resources available to accomplish the desired results. The Government's approval should be made known at the national level in all media. At other levels, speeches should be made to appropriate groups, and press releases by government should be circulated widely;

(d) The presentation should outline the approaches being taken with influential groups, such as medical and legal societies and their members, the judiciary, health-care professionals, educators, religious groups etc. It may be possible to have members of influential groups express their support for that programme;
(e) The documentation should also outline the approaches to the regional/state/provincial/county levels (which should be accompanied by speeches etc. by regional- and other-level political leaders). If the country has a decentralized registration system, the documentation should include plans to involve all jurisdictions in the overall improvement project and to obtain their agreement to participate. The document should also describe the types of activities planned at the local community level that would attract the attention and interest of people there, and should emphasize how the campaign would reach generally inaccessible locations and the less advantaged population, such as illiterates, minorities who have little contact with the Government etc., in order to bring the message directly to them and to motivate them to cooperate;
(f) With regard to the mass media campaign, the details will be formulated later under the direction of the Advisory Committee (see chapters II and III below), so references to the mass media campaign in the documents presented to the Government at this time would have to be general in nature.

164. The documentation should also outline the contribution to the programme required from the various involved departments/agencies in civil registration and vital statistics systems. For example, material for the development of a series of lessons to be given in school for younger children, or in a civics class for older children, or material useful in teaching secondary students or teachers' college students, should be prepared by someone within the Department of Education. If there is a medical school, then material should be prepared for inclusion in the course work of student physicians. Material should be prepared for inclusion in any law school curriculum.

165. Similarly, the Department of Health should be able to make some contributions to material/recommendations for actions to encourage registration that could be used in relation to health-care institutions and health promotion functions, particularly material that could be used by medical schools, nurses and midwives, and in conjunction with vaccination/immunization programmes, since that may be the first point of contact between the mother and newborn and government services.

166. The presentation will include a covering/overview document with highlights of the proposal, featuring (in brief):
(a) Need for programme to improve civil registration/vital statistics systems;
(b) Benefits of improved civil registration/vital statistics systems;
(c) Description of deficiencies of present systems;
(d) Outline of goals;
(e) Outline of objectives;
(f) Description of plan of accomplishment, highlighting role information, education and communication will play, and note that this is essential to the success of the programme.

167. The second document will consist of a description of the general national plan for information, education and communication, which will be a component of the above-mentioned long-term work plan for the overall, continuous improvement project, including administrative aspects, such as the management, operation and maintenance of the civil registration and vital statistics systems (see chapter I.C.1 above).

168. The third document will consist of a global estimated budget for the ED/COM programme with details for the planning functions. It should include tentative estimates for the production of materials and printed media advertisements, radio and television media spots, press releases, and launching of the media/education communication campaign. It should also provide implementation for a specific period, e.g., for the first year, with another separate estimate for the second year, and ongoing monitoring and evaluation and, where necessary, adjustment of the programme. The budget should also include staff, offices, telephone, supplies, equipment, including word processing and computer (with graphics packages), and travel.

169. There should also be a budget allocation for meetings with professional groups, such as medical and legal societies, other health-care professionals, educators and religious organizations. That includes meeting with community leaders (arranged through regional/district offices), and for enlightenment campaigns at the local level, meeting with people who will assist with registration, such as municipal employees who act as registrars, tribal leaders and traditional birth attendants. The budget should also provide for booths at local markets, perhaps a dramatic presentation at community meetings, information kiosks, signs and billboards, as well as for any additional costs for campaigns aimed at specific target groups.

170. It will be difficult to determine at this point what would constitute "sufficient resources" for the information, education and communication aspects of the overall campaign for improvements to the CR/VS systems.

171. There will be a separate budget estimate prepared for the administrative and technical aspects of the overall improvement programme for presentation to the Government. That segment would be easier to estimate at this time because determining the required changes can be more precisely determined well in advance.

172. To forecast the required resources for the ED/COM programme is more difficult, because so many factors that will influence that campaign will be determined only under the supervision of the Advisory Committee, after the approval of the Government is obtained.

173. Before a problem can be dealt with, what the problem is must be known. Only then is it possible to determine what goals are wished to be attained in order to correct the problem(s).

174. The initial activities of the Official's Working Committee are as follows:
(a) Evaluation and analysis of the country's current civil registration/vital statistics systems, setting of specific goals and objectives and development of overall strategy, and formulation of national plan of action;
(b) After that, the Committee must identify target groups, and then determine deterrents to effective registration. The Committee should conduct research to identify cultural beliefs, traditions etc. that discourage registration, develop measures to counteract those conditions and encourage current registration wherever possible, and determine the most effective means of communication with the general population and other target groups;
(c) Only after those tasks have been completed will the permanent Advisory Committee get to work on development of an ED/COM action plan, including use of paid advertisements in the print, radio and television media, signs/billboards, brochures and pamphlets, information kiosks etc., which will require the expenditure of considerable financial resources. At that stage, it will be possible to produce an accurate budget estimate.

175. At the time the presentation is made to the Government, a detailed budget of estimated expenditures for the ED/COM Office can be made, including staff salaries, office space, equipment, supplies and travel.

176. There should be an allocation for Advisory Committee meetings and for consultation and meetings with regional/provincial/state/county officials and local community/tribal leaders.

177. General research, including identification of problem areas, should be an in-house task of the ED/COM Office. If there are competent outside consultants who could assist in determining the most effective and efficient means of communication, especially to difficult target groups, then consideration should be given to engaging them. However, it should be stressed that outside consultants are not a necessity, and that with proper resources, those tasks could be performed very well by the ED/COM Office itself. Or, in a decentralized system, they could be undertaken by appropriate officials in those other jurisdictions.

178. However, if high-quality consulting services are readily available, the advice of an advertising consultant may be valuable, and may result in a more economical, effective and efficient campaign. Consequently, budgetary provisions should be made for a consultant.

179. Sufficient resources must be earmarked for paid mass media advertisements in order to get the message to the people and create general awareness, acceptance and action that will improve registration.

180. If an advertising agency is to be involved, then necessary provisions should be made. In order to estimate the budget, take into account that in some instances advertising agencies place advertisements in the commercial media at discounted rates. For example, 15 per cent discount represents the advertising agency's profit.

181. Another option is for the client to pay a flat fee for the agency's services, or for a combination fee/media discounts plan.

182. In essence, an advertising agency performs two distinct functions (if no agency is involved, those functions would be performed by ED/COM Office staff, or in a decentralized system by suitable government officials of the appropriate department of that jurisdiction):

(a) Creates a message (in print, video and/or audio form) to inform, persuade, initiate action, and change the attitudes, opinions and behaviours of the persons to whom the message is directed;

(b) Plans and arranges the dissemination of the message through mass electronic and print media, direct mail, brochures and pamphlets, signs (both outdoor on walls, bus, train and subway stations, information stalls and kiosks in markets, and indoor in public places, such as post offices and other government offices, health clinics and hospitals, shopping malls etc.) Dissemination is through film, audio-visuals, radio and television and the print media.

183. A consultant can provide a valuable, objective viewpoint, and can produce creative services that may be worth the money if the campaign is successful.

An advertising agency may be able to save a great deal of time by handling the complications of media buying and dealing with assorted vendors (e.g., for printing of brochures, posters etc). If an advertising agency is involved, it must plan the campaign efficiently by creating an effective message that will require less time and space to do the job of informing and persuading the public. The campaign should be designed to reach the audience groups effectively. That requires careful timing and judicious target choice of the communication media in order to achieve an optimum reach and frequency for the message at the lowest possible cost.

184. The client, in this case the Government through the ED/COM Office of the Department of the Registrar General (or a decentralized government authority), would be responsible for thoroughly briefing the advertising agency. That brief would include:

(a) The purpose of the campaign. What is to be achieved?

(b) The target audience(s). Who are you trying to reach (geographically, by age, sex, rural or urban dwellers, household composition etc.)? To determine the target audiences(s), psychographic segmentation may produce better results. Psychographic research—described as "lifestyles studies"—segments audiences by socio-economic class, spending habits, major interests and aspirations, beliefs, prejudices, and perception of issues and institutions, and endeavours to determine what people are thinking and why;

(c) The timing of the message, taking into account seasonal conditions, such as harvest time and the monsoon season.

185. The client is responsible for determining policy, such as whether or not there are topics/techniques to be avoided even if those topics could be effective, as well as whether or not a certain media outlet should not be used regardless of its efficiency in the effective delivery of the message.

186. The client must also tell the advertising agency the approved budget: how much money will be available for communication of the agreed-upon message to the audience.

187. Creating effective public awareness/action promotion campaigns requires a high degree of expertise and experience, as well as a detailed knowledge of the country's media (its coverage and effectiveness, especially with target groups) and an ability in general communication/education strategies and techniques.

188. Whether that task is undertaken by the ED/COM Office by itself (or appropriate decentralized government official) or with the assistance of an outside consultant, at this stage it will not be possible accurately to determine how much money will be required for

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commercial media advertisements, signs, pamphlets etc.

189. It is recommended that a global estimated budget be presented to government—an estimate that will have to be revised and finalized later in accordance with specific recommendations for the media/general education/communication campaign.

190. With the above in mind, the Officials' Working Committee will convey a figure of estimated expenditures to the Government with the presentation. It is suggested that the Committee assemble the available estimates for the establishment and running of the ED/COM Office and the permanent Advisory Committee, and use tentative estimates for the rest of the overall campaign. Try to be realistic: How much do you think an effective programme will cost? How much can the country afford to allocate to the programme? How much does the committee estimate that the Government will make a firm commitment to allocate to the programme?

191. In order to estimate the budget, take into account the cost of a population census campaign in the country, if recently implemented. Or, has the country undertaken a successful health promotion campaign recently—for immunization, better nutrition, family planning etc? If so, what budget was approved and what was the breakdown of actual expenditures on the information, education and communication aspects of the successful campaign?

192. The conventional approach in social marketing is by "target setting"—utilizing some acceptable expenditure-to-goal ratio. For example, a country may have an estimated total population of 5 million, but the "target" group (e.g., for birth registrations, women of child-bearing age) may be only 20 per cent, or 1 million people.

193. It might be possible to look at the cost of a successful public awareness programme recently conducted by the Government to determine a reasonable expenditure-to-goal ratio. Whatever the approach/rationale used, the Officials' Working Committee should come up with a reasonable figure and ask the Government to make a commitment of financial resources up to that figure. When a dollar (or equivalent) commitment is made by the Government, then detailed plans, under the supervision of the Advisory Committee, may be made with a view to getting the best value for each dollar.

194. If it is determined later that more money is required for an effective campaign, then the Advisory Committee would have to go back to the Government to obtain a further commitment. But the important matter is to obtain a firm commitment from the Government to provide a reasonable, specific financial amount

for the information, education and communication campaign at the time the overall national plan of action to improve civil registration and vital statistics systems is presented for approval.

195. Another option would be to use a two-step budgeting process, with the first step covering only the preliminary planning stage.

196. The preliminary stage would include the establishment and operation of the ED/COM Office and the Officials' Working Committee and Advisory Committee, and planning for the actual campaign and training materials and meetings.

197. The second stage would cover the actual campaign, including advertising costs for the media and public relations aspects of the campaign, production of all material, including brochures, pamphlets and signs, meetings and special events at the community level etc., as well as the ongoing operations of the ED/COM Office and the Advisory Committee. That budget should cover an extended period (e.g. three to 10 years) with a budget figure determined for the initial and for each of the subsequent years.

198. The drawback to the two-step budget process is that the Government may approve the first step but then, after planning has been done and the second step of the budget has been prepared with a detailed estimate of the costs of the actual campaign and its ongoing operation, may decide that the country cannot afford the proposed programme or that it should cut down in cost so that it cannot be effective.

199. If that were the case, it would be very discouraging to all the people who had worked hard to design an effective campaign, and might well stop all progress in improving the CR/VS systems for a long time.

200. If it is decided to adopt a two-step budget process, only the first step for establishment and operation of the ED/COM Office and Officials' Working Committee and Advisory Committee and preliminary planning would be presented at the initial budget meeting with the Government. A tentative estimate of the actual costs of the campaign itself and ongoing operations could also be provided.

201. In preparing the budget, the importance of person-to-person communication cannot be overemphasized. Sufficient financial resources should be devoted to that type of information, communication and education, especially among the poor, the illiterate, and those in rural areas with poor information and communications. It is important to realize that in developing countries, the most effective means of communication is much more apt to be by person-to-person contact with respected opinion makers, community leaders and

spiritual and religious organizations as well as with peers and with health and registration officials in local offices, hospitals and clinics, and through schools— rather than through the commercial mass media.

202. Prepare well for meeting with the Government. Plan the strategy to be used. Carefully consider what approach would be most effective. Suggest meeting with, if possible, the President/Prime Minister and either the whole cabinet or at least cabinet ministers whose departments are affected by or concerned with civil registration/vital statistics systems. The chief spokesperson will be the Head of the Officials' Working Committee, backed up by the Registrar General, who is assisted by the Director of the ED/COM Office, and the meeting will be attended by other members of the Officials' Working Committee. Ensure that everyone is thoroughly familiar with the material in the documents presented to the Government, and can answer any questions that may be asked concerning his/her department or agency.

203. All members of the presenting delegation should be very enthusiastic and positive about the project, and well versed about the benefits that would accrue because of improved civil registration and vital statistics systems. Emphasize that the proposed plan has been well researched and thought out, that the goals are commendable and the objectives are reasonable and can be attained. Emphasize that the proposed plan is a practical one that can be successfully accomplished.

204. Do not neglect lobbying influential ministers and officials prior to the formal presentation meeting. Emphasize that the Government, in approving the plan and allocating the required financial resources, will reap the reward of acclaim both within the country and internationally.

205. The proposal will conclude with a request for the Government's approval and commitment of sufficient financial resources, and the appointment of a high-level advisory committee.

3. *Establishment by the Government of the high-level Advisory Committee*

206. Following formal approval by the Government of the proposed programme, the Government will officially appoint the high-level Advisory Committee to oversee the planning and implementation of the project. The Committee will be very active during the planning stage, the launch of the campaign and initial monitoring, evaluation and—where necessary—revision of the original campaign. That will probably take from one to two years. Consider carefully the makeup of the Committee.

207. The Head of the Advisory Committee should be a person with experience in the use of information, education and communication in public enlightenment, or else a senior administrator with experience in putting together new government programmes and implementing them effectively, who understands the crucial importance of getting the message to the people and motivating them to cooperate with government requirements. The Registrar General (or equivalent), the Director of the ED/COM Office and the Chief of the Vital Statistics System would be key members of the Advisory Committee, but (unless there are compelling reasons to the contrary) neither should chair the Advisory Committee. Other members should be representative of various departments and agencies involved in some way with civil registration/vital statistics systems, and should include suitable representatives of all of the government departments/agencies/groups that were part of the initial Officials' Working Committee, as well as the country's chief statistician, the chief electoral officer (or equivalent), the chief of personal identification services, and others, as deemed necessary. It is recommended that working groups of task forces for different subjects to be studied/developed be established within the Advisory Committee, which would report directly to the Head of the Committee.

208. It is important that appropriate departmental planning offices (e.g., Health and Education, Social and Economic Development) should be represented by senior officials.

209. Depending on the system of registration within the country, there should be representatives from the actual officials responsible for registration. That would include, if applicable, registrars from state/ provincial jurisdictions, as well as local registrars, who in some areas may be employees of a municipality or a village chief with no organizational link at all to the Office of the Registrar General or health department staff.

210. Other members (or resource persons) of the Advisory Committee could be:
(a) The country's chief epidemiologist;
(b) Demographers;
(c) Planners who are involved in forecasting future needs for education facilities, teachers, doctors (especially for public health duties), nurses, hospitals, clinics, special care homes for the disabled and homes for the elderly, housing, employment and military requirements.

211. If the country has a Population Register, that office should be represented on the Advisory Committee. Or if a periodic census or household or ad hoc surveys are undertaken, the office responsible should be represented.

212. The emphasis should be on people who have experience in actual education/enlightenment of the people in explaining new programmes, and motivating people to meet the requirements willingly. For that reason, the expertise of persons who have been involved in successful campaigns to promote such programmes as immunization/vaccination, child and maternal health care, nutrition, family planning etc. should be utilized. In rural areas, there may have been successful campaigns to modernize farming methods to greatly increase production of food, and if so the person(s) who designed and implemented such programmes should be called upon for advice.

213. Those people do not have to be actual members of the Advisory Committee but should be considered key resource people, whose expertise will help in drawing up plans for an effective campaign.

214. There is merit in having a member of the country's Medical Society appointed to the Advisory Committee. Since the cooperation of medical practitioners is essential for the success of the programme, it is important to have such representation.

215. In general, it is unlikely that the presence of other groups, such as funeral directors, is necessary.

216. Another point to consider: if there is one religion dominant in the country—such as any of the Muslim, Hindu, Buddhist or Christian religions—there may be merit in having a representative on the Advisory Committee. Or perhaps representatives of various religions should be committee members.

217. On the other hand, it may be better to invite a representative of the medical profession to one or two meetings of the Advisory Committee, or to invite religious leaders to a meeting to request their cooperation and involvement.

D. INITIAL ACTIVITIES OF ADVISORY COMMITTEE

218. After the Advisory Committee is appointed to oversee the activities of the ED/COM Office, one of the first tasks will be the establishment of two subcommittees made up of teams of experts, as follows:

(a) A subcommittee to organize and implement the training of ED/COM leaders and key officials and organizations, local registrars and key stakeholders, target groups and the general public. It is essential that the ED/COM group work closely in conjunction with training of registration staff in administrative organizational systems improvements. Responsibility for the preparation of training materials and the organization of training in administrative registration and reporting procedures etc. would be under the jurisdiction of the

management, which would also provide financial resources for that aspect of the overall CR/VS improvement programme;

(b) A second subcommittee to create, design and implement mass media campaigns and related activities, such as brochures and pamphlets, signs, posters, public affairs/community events, press releases, non-paid editorial content, special events etc. (an advertising agency may be involved in those activities, or they may be done by the ED/COM Office staff).

219. Those two subcommittees should work in close cooperation with each other, with each team of experts contributing its expertise towards the success of the activities of the other subcommittee. For example, the subcommittee on training should assemble and develop all of the information to be transmitted to the people to be trained, and to special target groups, and then the subcommittee on the creation and design of the ED/COM campaign would become involved. That team would have experts in communication who would know about the most effective ways in which information can be communicated, and who would be skilled in communicating in clear, simple effective language appropriate to the audiences to whom the information is directed.

220. That creative team would also work on the general design, layout and actual production of training materials to ensure that they will be attractive and easily comprehensible to all of the persons to be trained.

221. The two subcommittees will work together on many aspects of the ED/COM programme, including the development of other communication materials for the mass media, the general public and special target groups, material for news releases, fact kits for the press, speeches, and other public information tools and techniques.

1. *Evaluation and analysis of a country's civil registration/vital statistics systems*

222. Prior to the establishment of the Advisory Committee, some work will have been done by the national committee that oversees the overall improvement programme. The first step would have consisted of a thorough description of the current systems, followed by an honest evaluation of their weaknesses and shortcomings.

223. The country considering improvements to its civil registration/vital statistics systems may obtain guidelines for a self-assessment project from the United Nations Statistics Division; information is available in all six languages of the United Nations (see paragraph 13 above).

224. In evaluating a country's civil registration/vital statistics systems, the following are the general standards to be met:

(a) An efficient CR system yields timely, accurate and complete data and information on vital events—live births, deaths, foetal deaths and civil status events, marriages and divorces. It is free of omissions, delayed registrations, double registrations of a single event, and it is less vulnerable to misuse, counterfeiting and forgery of vital records. It renders prompt services, which are of legal and economic value to the individual and the society;

(b) To be considered complete, there must be as close as possible to 100 per cent registration coverage of vital events occurring in a country. The records are registered in a timely manner, and the information on records is filled in completely and accurately. The reporting procedures are smooth;

(c) Civil registration may be defined as the continuous, permanent, compulsory recording of the occurrence and characteristics of vital events in accordance with the legal requirements in each country. Civil registration is carried out primarily for the value of the legal documents.

225. Again, if the country has not already done a feasibility study on the current status of the systems, then one should be undertaken to enable the outlining of a national civil registration and vital statistics improvement programme within which the ED/COM programme will be designed. There must be documentation for the Advisory Committee to study, evaluate and analyse concerning the current systems and their weaknesses and shortcomings. Prior to the appointment of the Advisory Committee, the ED/COM Office will have worked on developing the goals and objectives of the programme, based on the identification of problem areas and the setting of priorities in the national civil registration and vital statistics improvement programme.

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

2. Setting of specific goals and objectives and development of overall strategy

227. The Advisory Committee, based on the evaluation and analysis of the country's current systems, will set specific goals and objectives (after studying the material already developed by the ED/COM Office; see section B.2 above for examples of goals and objectives which should have been prioritized in order of importance.

228. After the objectives are identified, then come the tasks (or action steps) required to attain the desired

results (goals). Those tasks should include tight schedules, precise allocation of resources and specific identification of responsibilities.

229. After goals and objectives are established, the Advisory Committee must develop overall strategy to deal with them.

3. Formulation of a national information, education and communication plan of action

230. Formulation of a national plan should include a long-term overall work plan covering all aspects of the information, education and communication programme. It should be coordinated with the overall registration improvement programme, including the management, operation and maintenance of CR/VS systems. The following should be considered:

(a) Problem areas;

(b) Goals;

(c) Objectives;

(d) Strategies to overcome problems and achieve desired results.

231. Next, decide on what are the best, most effective actions that could be taken to obtain the desired results, and based on that formulate a national ED/COM plan of action. Develop appropriate strategies to best accomplish the goals and objectives that show clearly where major efforts should be made.

232. Think carefully of orchestrating the most effective steps, which initially will be to continue the publicity about the Government's approval of the plan, using all types of media to get the general message across that the Government is actively supporting improvements to the CR/VS systems, and that the ED/COM programme is part of that effort (it is not necessary to use too many specific details of improvements here).

233. Emphasize general benefits to individuals and to the country in the initial announcements that CR/VS systems will be improved. Make use of some of the benefits described in the introduction to the present Handbook. The Government should ask for the cooperation and assistance of professions/groups and the public in general. Use all media—newspapers, magazines, radio, television etc.—but not paid advertisements at the approval point.

234. As part of the national ED/COM plan of action, the preparation of a continuous, overall long-term work plan would be undertaken by the ED/COM Office, in conjunction with the office (or body) responsible for administrative improvements, including the management, operation and maintenance of the improved systems. The actual work plan could be similar to the indicative work plan outlined in annex I below.

235. It is important that the country's current registration systems be examined thoroughly well in advance of the establishment of the ED/COM Office and the Advisory Committee.

236. That would involve a national in-depth evaluation of the current status of the development of the country's civil registration and vital statistics systems, and a feasibility study to initiate an overall CR/VS systems improvement programme.

237. Such a study should identify most of the major problems that are a deterrent to complete and timely registration and the production of vital statistics. Problems would be grouped according to their nature, and would be priorized for action in the following broad categories:

(a) Structural and administrative problems, such as lack of an agency to administer registration, insufficient number of registration offices, ill-equipped and poorly staffed registration offices, frequent turnover of registration personnel due to political changes, poor coordination among the agencies participating in registration and vital statistics etc.;

(b) Technical, unstandardized procedures for vital registration and statistics, inadequacy of time allowances for registration, lack of guidance for registration, transmission problems to and from the registration offices etc.;

(c) Due to the attitude of the population, apathy, ignorance, fear and cultural beliefs. Groups more frequently missed by the system would also be identified;

(d) Deficient legal framework, the law is too old/too general, responsibilities not clearly defined, overlapping of functions with other government agencies etc.

238. The national ED/COM Committee will work under the direction of an overall national committee (task force) that oversees the country's CR/VS improvement programme. They will work hand-in-hand in close coordination and collaboration.

239. The present *Handbook* is not concerned with how to review the legal framework or to prepare administrative and instructional handbooks for use by the local registrars and other vital statistical personnel, including all routines of data processing etc., which are certainly components of the overall civil registration and vital statistics systems improvement programme.

240. The present *Handbook* also assumes that there is a Registrar General's Office to administer the system. In instances where there is no administering office, the agency responsible for vital statistics can

initiate and lead the publicity campaign, and can do all in its power to call the Government's attention to the need to create an agency to administer civil registration in the country.

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

242. Similarly, the work involved in developing the management, operation and maintenance programme to streamline civil registration and vital statistics systems will be a lengthy one.

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

244. Study of the computerization of the civil registration and vital statistics systems should also be undertaken prior to finalization of the legal framework, in case legislative approval is required for the electronic automated collection and storage of registration data (see *Handbook on Civil Registration and Vital Statistics Systems: Preparation of a Legal Framework*, vol. II in the International Programme series; see Introduction).

245. Work on computerization of the systems could be a separate component of the overall programme, or it could be combined with administrative/managerial/organizational improvements (see *Handbook on Civil Registration and Vital Statistics Systems: Computerization*, vol. IV in the International Programme series; see Introduction).

246. Work may commence on the information, education and communication programme and strategies soon after the above other components of the registration improvement programme are launched. Remember that some aspects of the information, education and communication strategies will be dependent to some degree on those other elements.

247. The national committee of the overall CR/VS systems improvement programme may seek the assistance of potential donor agencies—international, bilateral or non-governmental organizations—to cooperate with the country's Government in a publicity campaign to upgrade the current registration systems.

248. Coordination with ongoing United Nations Population Fund activities, the United Nations Chil-

dren's Fund, non-governmental organizations etc. would benefit the improvement programme and ED/COM programme because they share an interest in high-quality data to monitor the impact of their own locally oriented programmes. They may, for example, be requested to print pamphlets, contribute videotapes to encourage birth registration or posters, banners and guidebooks for birth attendants, doctors and nurses, and supplement government efforts in poor countries.

249. One of the major problems in developing countries with deficient CR/VS systems is the lack of adequate financial resources, not only for registration systems but for every segment of the nation's economic and social life. Some countries are in the process of cutting down the number of government employees. Therefore, efforts should be made to obtain assistance from every type of organization or agency that might be able to help.

II. IDENTIFICATION OF TARGET GROUPS

A. IDENTIFICATION OF TARGET GROUPS AND THEIR LEADERS

250. The 18 categories of target groups that should be approached for their cooperation and assistance are described in detail below. It is important to tailor the information, education and communication activities to each group. The identification of such groups is the initial step in the design of effective ED/COM programmes to address each audience. The largest groups are:

1. Government (heads of State, concerned ministers and deputy ministers, and regional and local government officials etc.).
2. Civil registration and vital statistics staff.
3. Medical societies/practitioners.
4. Hospitals, health clinics, township hospitals, rural health stations, mobile health units, public health officials, nursing homes and homes for the elderly.
5. Coroners (or their equivalents).
6. Midwives, birth attendants, village leaders etc.
7. Funeral directors and morticians (or their equivalents).
8. Ecclesiastical authorities/religious groups/spiritual leaders.
9. Persons responsible for customary religious/ traditional marriages.
10. Persons responsible for civil marriages.
11. The courts, law societies and legal education officials.
12. Organizations concerned with nutritional campaigns, such as breastfeeding, and with immunization and vaccination campaigns.
13. Organizations concerned with human rights.
14. Appropriate educational institutions and groups.
15. Public opinion makers, regional and community leaders, tribal chiefs and village elders.
16. The general population, neo-literacy, aboriginal and ethnic groups.
17. Women's groups and associations.
18. Main users of civil registartion/vital statistics information and data (including planners, policy makers and researchers).

251. Because the groups listed above will all play important roles in the successsful implementation of improved CR/VS systems, it is very important that the ED/COM office identify the leaders of those groups and their influential members so that motivational and educational activities may be directed to them to obtain their close cooperation and participation in the planning and implementation of the overall programme. A directory of names should be gathered according to the categories listed above.

252. Some of the persons listed in the directory will have responsibilities at the national level; others will be involved at the regional, or provincial/ state/county level; and the interests of others will be at the local community level. If a decentralized registration system is used, then the directory listings must reflect the actual registration organizational structure in a manner that will not only facilitate contacting specific occupational or interest groups but will also enable them to be contacted by geographic areas as well.

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

254. If possible, the system should be set up to generate mailing labels for all or specific target groups, or for persons within a specific geographic area.

255. Some people in the directory will be listed under two (or more) categories. For example, a physician may be a member of a medical society (category 3) and may also be on the staff of a hospital (category 4) as well as a member of a human rights organization (category 12). Some provision must be made for cross-referencing such multiple listings.

256. For countries that wish to prepare an automated directory, a description of suggested design and coding features is outlined in annex VIII below.

257. For the general population group (category 16), it will be practical and valuable to compile a list— by their geographic locations and rural settlements—of groups of illiterate or aboriginal people whose events may not be registered, because such special population groups should be involved in many aspects of CR/VS registration improvement, and should be targeted by the ED/COM Office. Motivating those groups and raising their awareness of civil registration would be one of the most important tasks of the ED/COM programme.

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

258. The target groups are headed by government officials at the highest level, since ignorance and lack of interest in registration prevail among high-level government authorities concerned with civil registration and vital statistics systems. Therefore, educating them and obtaining their support is a fundamental step.

259. As mentioned above, in order to effect improvements in a country's civil registration/vital statistics systems it is necessary to obtain the approval of the national Government and a strong commitment of sufficient resources to undertake an effective long-term programme. Therefore, the head of State and concerned Ministers head the list. Deputy Ministers are very influential in transmitting information, and, more important, in giving advice on whether or not a proposed government programme should be approved, so they should be among the first group whose cooperation is solicited. Similarly, depending on the degree of decentralization and/or autonomy of other areas/jurisdictions within the country, regional/state/provincial government leaders and officials, as well as representatives of local governments, should be contacted for their support, cooperation and participation in the registration improvement programme.

260. The importance of the enthusiastic participation of local leaders cannot be overemphasized. In Indonesia, for example, in many areas (especially those with limited transportation facilities) the heads of the villages are responsible for registering all members of every household and every birth or death and for updating those records.[14] A 1977 survey of knowledge, attitude and practice found that basic demographic characteristics of the respondents, such as age and education, were not the most important factors in explaining the degree of registration coverage. Knowledge and attitudes towards registration were more significant. Knowledge of the system was not the major problem, since most of the respondents had already heard about registration. Rather, the source of the information about registration was very important in explaining behaviour. Registration coverage among the illiterate population in rural areas appeared to be closely related to the role played by the local leaders in the communication process.

261. The survey showed that education or literacy of the population was not a dominant factor that determined 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 leaders—both formal and informal—

so they that know exactly what the main purpose of the registration is.[15]

262. To start the listings for the directory, obtain the name, title, address and telephone/fax/telex numbers of the head of State, President or Prime Minister, and then a list of members of the Cabinet whose ministers are involved with or affected by civil registration/vital statistics systems.

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

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

265. If the administrative/political system of the country is decentralized, then adapt the method of gathering names for this category of the directory in accordance with the actual existing system.

2. *Civil registration and vital statistics staff*

266. It is of utmost importance that all levels of the staff of civil registration and vital statistics systems be fully involved in all aspects of the improvement programme and ED/COM activities.

267. How lists of persons in this category are compiled and structured will depend on the organization and degree of centralization or decentralization within the country, and the possible autonomy of some registration systems.

268. In a centralized vital statistics system, the National Statistical Office may have a division responsible for the compilation and dissemination of vital statistics. If that is the case, start the list with the Director General of the National Statistical Office, the Vital Statistics Division Chief, and personnel of all other units within the Division, and if applicable all regional statistical directors.

269. In some instances, regional statistical offices may be partially processing vital statistics, such as collecting forms from civil registration units and performing handbook editing, coding, data entry, editing

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[14] See "Country report on civil registration and vital statistics systems in Indonesia" (Jakarta, Central Bureau of Statistics, 1993).
[15] Ibid.

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etc. Since all routines must be streamlined, the participation of registration personnel in an awareness campaign is very important to the success of the improvement programme.

270. However, in compiling lists of vital statistics and civil registration staff, it must be remembered that in many cases the Registrar General of a country does not have direct responsibility for the people who actually do the registrations. In many instances, municipalities have the responsibility of appointing and paying local registrars.

271. In some countries, the responsibility for registration may be split among several departments. In Indonesia, for example, according to a 1993 report,[16] registration of marriages and divorces within the Muslim population is under the jurisdiction of the Department of Religion, while other registrations are under the jurisdiction of the Departments of Health, Justice and the Interior.

272. In some areas of Indonesia, the heads of villages are responsible for registration, but only 50 per cent work on long-term, full-time paid appointments as do other government officials. The rest are not government officials appointed by the village council, and they work voluntarily.

273. People who are acting as local registrars in such circumstances are the very individuals who *must* be involved in the registration improvement process and awareness campaign, because the population residing in those areas are most likely the ones whose vital events have not been properly registered in the past, and whose cooperation and participation must be ensured for the success of the programme.

274. In developing the strategy of the overall registration improvement programme and ED/COM activities, consideration should be given to rewarding local registrars for the timeliness and completeness of registration in their areas, perhaps by public recognition of their good work and/or payment of a bonus for their exemplary services.

275. If the country has a centralized registration system, the Office of the Registrar General (or equivalent) should be able to provide a comprehensive list of local registrars. Make sure that each registrar is listed correctly as to location (e.g., national headquarters office, regional/provincial/state or county office), together with deputy registrars (or whatever title is used) at the local level. Also, list any appropriate civil registration staff.

276. If there is a decentralized system, then collect the required information for the directory in accordance with whatever administrative/organizational system is used.

3. *Medical societies/practitioners*

277. The wholehearted cooperation of the medical profession is more essential than that of any other professional/occupational group to the implementation of a successful registration improvement programme and ED/COM activities. They must provide medical information about births and foetal and other deaths. That includes the gestation age; weight; number of children ever born to the mother; single, twin, triplets etc.; and birth anomalies.

278. Medical practitioners last in attendance upon a deceased person must supply and certify specific cause of death information in detail, as categorized in the International Classification of Diseases nosology handbook.

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

280. A list of the executive of the medical society (or societies) and all of its members will already have been obtained by the Advisory Committee. Code those doctors geographically, according to the locality in which they practice. It may be advisable to have an additional code for obstetricians and perhaps pediatricians since they would have a particular interest in births, as well as maternal and postnatal child care. If the country's medical society is decentralized, then prepare the directory's list in accordance with the existing structure of the professional organizations.

281. Check to see if the medical society (or societies) has a publication for members. If so, it would be worthwhile to prepare an article for publication in it, outlining the purpose and plans of the information, education and communication programme and its overall benefits, and how physicians can contribute to the registration improvement programme.

282. The importance of the cooperation of the medical profession to the creation of successful, effective civil registration/vital statistics systems cannot be overemphasized. Efforts are needed to obtain their commitment to participate fully in the ED/COM programme, as well as in the administrative improvements that are involved in the overall programme.

283. Each country generally has a national medical association of some sort that represents the profession. The association or society is usually managed by an Executive Committee, which meets at intervals. The Executive Committee may have regional members who travel to the capital to attend such meetings. The Advisory Committee should determine well in advance

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[16]Ibid.

the dates on which the Medical Society plans to meet, and invite the Executive Committee to meet with it at a location chosen by the Advisory Committee, or else request that time be set aside during the Executive Committee's meeting for the Advisory Committee to make a presentation about improvement of the civil registration/vital statistics systems.

284. Prior to that meeting, written material should be prepared by the ED/COM Office for the Advisory Committee. That material should emphasize the crucial part played by the medical profession in the proper and timely registration of births and deaths, how physicians can help, and how the profession and the country will benefit from the improvements. State the necessity of good medical information for medical research projects, as well as the general benefit of improved health of the population. Perhaps it could be emphasized that the statistics may point out the need for new or increased medical facilities and specialties in order to meet the medical/health needs of the population.

285. Appeal to the expertise and competence of physicians, and refer to the prestige that the profession will gain by actively participating in the registration improvement programme. Underline the importance of properly recording causes of death in the registration forms for improving the health of the community.

286. Do not make the meeting with the medical society's Executive Committee too long: emphasize the benefits, and stress the need for a commitment from the medical society and its members for their cooperation and assistance. Answer frankly any questions that may be raised. Ask them to consider the proposal, consult among themselves and colleagues etc., and then make a response (preferably a formal, favourable, written response) to the Advisory Committee. If necessary, ask to attend the Executive Committee's next meeting (if being held within a reasonable length of time), but do not let this matter consume too much time. Offer to meet with other medical societies, or to go to the regions to speak with physicians there if that appears desirable in order to obtain wholehearted commitment of the medical profession. Do not neglect lobbying key representatives of the medical society prior to the presentation meeting.

287. If the medical society is a decentralized body, adapt those guidelines accordingly.

288. Consider obtaining from the medical society (or obtain from the Government if it has such records) a list of all of the medical practitioners within the country, and send a letter to each, outlining in brief the purpose of the ED/COM programme and the resulting improvements and benefits, and asking for their individual cooperation. If there is difficulty in obtaining the formal endorsement of the national medical society, those individual doctors could be asked to urge their local medical societies to approve the ED/COM programme and agree to participate and to forward their approval to the national medical society. If the national medical society does give its approval and commitment to participate, then after this is done the Advisory Committee could send out letters to individual doctors saying how appreciative it is of the endorsement of the national medical society, and asking them as individual doctors to help in making the programme for improvement of the registration systems a complete success.

289. If there are one or more separate committees overseeing the legal, technical, organizational and administrative segments of the overall CR/VS improvement programme and their proposed changes also involve the medical profession, then their efforts with physicians should be coordinated with those of the Advisory Committee through the ED/COM programme.

4. *Hospitals, health clinics, township hospitals, rural health stations, mobile health units, public health officials, nursing homes and homes for the elderly*

290. Health institutions and personnel are in the closest touch with the populations in their areas, and unless they occur in very remote rural areas most births and many deaths occur there.

291. Prenatal care facilities are in a prime position to acquaint mothers-to-be with the requirement for birth registration and to inform them of how and when to register them.

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

293. Take care to ensure that nursing homes and homes for the elderly are included in this category of target group. Many deaths occur in institutions of this type, and staff must be fully involved in reporting and registration requirements and procedures.

294. If there is a centralized health-care system, the Department of Health's head office should have a list of such institutions, and should also be able to provide the name of the person in charge of each. Or, if those institutions are under the administration of regional/provincial/state or local governments, an ap-

proach should be made to those levels of government to obtain the required information.

295. Obtaining this listing will depend on the structure of government within the country, e.g. national, then provincial, state or regional and finally at the local/community level, as well as the degree of autonomy of each. Determine whether or not the township/community hires the personnel of the local hospital or if that is done through the Department of Health (or equivalent). Adapt the method of collecting the required information for the directory to the administrative/organizational structure in existence.

296. In this category, list the head of the institution. Staff involved in births, midwives, for example, would be listed also in subcategory 6 (midwives). Doctors would also be listed in subcategory 3 (medical societies/practitioners).

5. Coroners (or their equivalents)

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

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

299. Several circumstances require that deaths be reported to a Medical Examiner or to a Coroner, including deaths:
(a) As a result of violence;
(b) As a result of misadventure;
(c) As a result of negligence;
(d) As a result of misconduct;
(e) As a result of malpractice;
(f) During or immediately following pregnancy;
(g) Suddenly or unexpectedly;
(h) From a disease or sickness for which the person was not treated by a duly qualified medical practitioner;
(i) From any causes other than disease.

300. In circumstances that require investigation, in the few jurisdictions where one form is used for both legal and statistical purposes, the Coroner, Medical Examiner or equivalent would be the person to fill out the medical certificate of death on the death registration form.

301. In some countries, that form must accompany a body in order for the funeral director to obtain a burial or cremation permit. For that reason, it is essential that such documentation be produced in a timely manner. The Medical Examiner/Coroner will utilize the best information available at the time, with the idea that the certificate will be released to the funeral director immediately following the post-mortem. They are instructed to only partially fill out the certificate, leaving unknown items blank. That partial completion allows the filing of a medical certificate of death in order to obtain a burial permit. As further information becomes available, the Medical Examiner/Coroner should submit a revised medical certificate of death to the Registrar General. Data from a Coroner or Medical Examiner system is an excellent source of accurate information in regard to unexplained death.

302. In some jurisdictions, a Medical Examiner/ Coroner system is involved in inquiries into preventable deaths and making recommendations to prevent future deaths of that type.

303. Depending on the political/organizational structure of the country, a list of medical examiners/ coroners should be available from the national Department of Justice/Attorney General, or from a state/ provincial/regional jurisdiction.

304. This group should receive guidance on how to complete accurately the prescribed forms and on uses of the data. A mini-handbook for their particular use would be a good choice, or even a plasticized chart with precise instructions.

6. Midwives, birth attendants, village leaders etc.

305. Before the launch of the campaign, midwives and birth attendants, as well as leaders who may be responsible for birth registration in their villages, should be fully involved and receive training about the reasons for registering the birth of a child and when, where and how that may be accomplished, so as to enable them to convey that information to expectant and new mothers. Remember the example of Indonesia, where it was found that people would follow the instructions of their leaders so long as they understood the purpose of registration.

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

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

308. In some areas where registration has not been complete because people are not motivated to register vital events, a so-called "notifier system" has been put into place to reach this segment of the population.[17] Such a system, utilizing community reporters, has been established in the large, rural Upper River Division administrative area in eastern Gambia to document births and deaths of children. Field assistants complete post-mortem questionnaires to determine causes of death in children under the age of five years.[18] In India, the 'notifier system' was provided in different registration laws that existed even before the Central Act of 1969 was passed. The Registration of Birth and Death Act, 1969, has also specifically provided for a notifier system that includes the attendants at birth and death.[19] If a notifier system is in place in the country, it is fundamental to raise awareness of civil registration among them. The local registrar would be in a good position to identify the notifiers in the jurisdiction in order to target them for enlightenment and training. Therefore, the local registrar's assistance should be sought in compiling the listing.

309. If other suitable registration and reporting systems cannot be established, it may be useful to explore the use of people in the community to report the occurrence of vital events to local civil registrars.

7. Funeral directors and morticians (or their equivalents)

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

311. Because of their particular involvement, it is most important that all persons in this profession be fully trained in the requirements of registration and its importance in order to ensure their cooperation and compliance.

312. To assemble listings for this category in the directory, first check at the national level. Determine if all funeral directors etc. must be registered in order to practice, or if there is a professional association at the national or regional/provincial/state/county level. In traditional societies, find out who is responsible for burial. Those names should be available at the regional/provincial/state/county level; otherwise, it will be necessary to make enquiries in each community. If registration is a decentralized function, check the appropriate jurisdictional level(s).

8. Ecclesiastical authorities/religious groups/ spiritual leaders

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

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

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

9. Persons responsible for customary religious/traditional marriages

316. Marriages are generally solemnized by persons authorized by their religious groups to perform those ceremonies, and they are the individuals responsible for correctly filling out the official marriage registration forms and getting them to the proper

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[17]International Institute for Vital Records and Statistics Chronicle, No. 103 (June 1996).

[18]Ibid.

[19]Reported by Dr. M. Vijayanunni, Registrar-General and Census Commissioner of India, February 1997; this information is available in all six official languages of the United Nations.

government officials. They must be made knowledge-able about the marriage registration requirements and purposes.

317. Also, these religious representatives are in-volved in all aspects of family life, including birth and death, so they should have a broad knowledge of these registration requirements. Since they are respected community leaders, they have the power to motivate people to take positive action about registration, so their services in this regard should be enlisted to assist in the implementation of a successful registration improvement campaign.

318. To gather information required for a com-prehensive listing in this category of the directory, first check to see if religious groups must be registered with the Government. A list of persons authorized to solem-nize marriage on behalf of each religion should be available from that religious organization, if the names are not already on file in a government office. It will be up to the ED/COM Office to obtain the lists of other less prominent religious organizations and obtain from them names of their clerics or equivalents (see category 9 above). It may be necessary to go to the regional/provincial/state/county level to obtain such informa-tion. In some cases, the role of local registrars and their deputies at the local level would have to be expanded so that such officials would be charged with the respon-sibility for the preparation of lists of persons authorized to solemnize marriages in their localities. This will be a difficult list to obtain and maintain, so be sure to allocate sufficient staff resources to look after this sub-category.

10. *Persons responsible for civil marriages*

319. In many countries, civil marriages are mak-ing up an increasing proportion of the marriages sol-emnized each year. In some countries, there must be a civil marriage, which is reportable to the Government, which may or may not be followed by a religious ceremony, which is kept on file only in religious records.

320. In any case, it is important to have a com-plete list of all persons who are authorized to perform civil marriages in order that they can be trained in all of the marriage registration requirements. In many countries, local civil registrars are authorized to both solemnize and officially register civil marriages.

321. These persons responsible for civil mar-riages would be appointed by some level of govern-ment, most probably through the Department of Justice/Attorney General or the Department of the In-terior, so this list should be available from the appro-priate national government office.

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

11. *The courts, law societies and legal education officials*

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

324. Although under the improved registration system envisioned in the present series of *Handbooks* the onus for reporting the divorce to appropriate civil registration officials will be on the parties to the di-vorce, all divorce court officials should be aware of this requirement and should advise divorcing couples of their responsibility.

325. Courts, legal officials and law societies should all be made aware of the country's laws on civil registration and vital statistics systems, and of their importance to the well-being of the nation, the commu-nity and the individual. Legal education officials should be encouraged to ensure that a course on registration be part of the regular curriculum in all law schools, and should be assisted in the preparation of appropriate materials for inclusion in the courses.

326. In some countries, there may be a need for a thorough revision of the legal framework for CR/VS systems. Some laws may be so old that they do not respond to the demands of a modern society. Some laws are too general and are thus inadequate for providing the strong support the CR/VS systems need. In some countries, registration continues to be compulsory for certain groups of the population, while for others it is voluntary. That situation is found within the African region, where the revision of the legal framework for CR/VS systems becomes one of the major components of the overall national plan of action for registration improvement. The cooperation of these groups may be very valuable to the process to streamline the legal framework. If new legislation is required, these groups can be influential in urging that political action be taken.

327. To prepare the listings in the directory in this category, the Department of Justice/Attorney General should be able to provide lists of the courts and prin-cipal officials. There is probably a national law society that could provide membership lists of all persons authorized to practice law, or perhaps there are re-gional/provincial/state societies. Check universities with law faculties for a list of appropriate legal educa-tion officials. Check to see if the law society (or socie-ties) has a publication for members. If so, it would be

worthwhile to prepare an article for publication in it, outlining the purpose and plans of the education and communication programme and the overall benefits.

12. *Organizations concerned with nutritional campaigns, such as breastfeeding, and immunization and vaccination campaigns*

328. Organizations concerned with such campaigns are very important target groups because they are particularly concerned with newborn and young children. In areas where many or most births occur at home, the mother may have no contact at all with the registration system through doctors, nurses, hospitals or local health clinics.

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

330. Also, since vaccination and immunization are now accepted universally, all organizations and groups concerned with those practices should be fully involved in promoting complete and timely registration, particularly of births and foetal deaths.

331. First, check to see if there are national organizations concerned with nutrition, vaccination and immunization; if so, obtain the names and addresses of appropriate leaders/contact persons. If such organizations are administratively decentralized, obtain the required information at the appropriate levels. Make every effort to collect at the local level the names of individuals and groups concerned with those matters, and utilize them fully, both with target groups and on a person-to-person basis, where their leadership will be most effective.

13. *Organizations concerned with human rights*

332. A person's official registration under a country's civil registration/vital statistics systems should provide documentary evidence of that individual's civil and human rights. Therefore, all organizations concerned with those important rights have a stake in ensuring the effectiveness of such systems, and should be involved in all improvement programmes.

333. Some human rights organizations may be involved with documents, such as the "Nansen" certificates, which are issued under the United Nations conventions on civil and political rights, under which refugees made homeless by war are recognized as being in need of some sort of protection and status. In order to enable them to travel to countries other than those in which the misfortunes of war leave them, all countries affiliated to the United Nations have agreed to recognize those documents as being the only travel documents that the individuals could obtain.

334. The issue of Nansen documents is made on the understanding that the person concerned will obtain permission to travel to the desired country of destination. The holder must obtain a visa on the document before leaving the host country. The issue of a Nansen certificate, which is issued by the host country for one year only, also implies that the holder will be accepted back into the country in which the document originates.

335. Registration under a civil registration or vital statistics system would provide good documentary evidence of the identity of a refugee.

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

337. Depending on the administrative structure of the country, it may be necessary to make inquiries at other jurisdictional levels, such as state or provincial.

14. *Appropriate educational institutions and groups*

338. The basic job of a teacher is to educate—to convey knowledge to others. Teachers are highly respected members of a community and provide leadership in public opinion. They have close contact with growing families through their younger students, and thus can send information about birth registration home to parents through their pupils, and can teach them in classes about the value and purpose of registration, and when, how and where it should be done.

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

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

340. Although the mass media will play an important part in the ED/COM programme, particularly in making people knowledgeable about registration and motivating them to take positive action, the most effective method of changing behaviour is by face-to-face communication with people who are respected leaders within the community. Research has determined that illiteracy is not a barrier to registration if the individuals understand from their leaders its purpose.

341. There may be an elected village leader, a tribal chief, or a well respected person within the community—a teacher or a nurse, for example—who can sway public opinion in favour of timely registration of birth, marriage and death. That is the type of person who should be included in this category of the directory, particularly in remote areas where illiteracy and poor communications have long been a deterrent to effective registration coverage.

342. In this category, there would be elected leaders, tribal chiefs, village elders etc., as well as persons considered to be leaders in public opinion in various fields. A lot of that information will have to come from the local level, and the regional/provincial/state/county administration should also be able to provide good information. Do not forget popular culture/entertainment persons; for example, is there a radio/television talk show or call-in programme host/hostess who is influential or a popular entertainer or perhaps a singer who may develop a theme song for the campaign? Or is there any popular soap opera programme where it would be possible to have something about registering a birth when the heroine has a baby? Spend plenty of time developing this list, and do not hesitate to add to it later as more information becomes available about various influential people who can help in the enlightenment campaign.

16. *The general population, neo-literacy, aboriginal and ethnic groups*

343. The general public must be made aware on a long-term, continuous basis of the registration compulsoriness, their requirements and their benefits.

344. It is not necessary to compile a list of the country's general population from any census or electoral lists for the purpose of the enlightenment programme.

345. The best strategy is to reach the general population through media and other information, education and communication campaign techniques, with informative spots/articles about what registration is, the benefits, and how to do it to raise general public en-

lightenment. Then direct appropriate attention to the specific target groups, paying particular attention to person-to-person communication at the local level.

346. For illiterate/aboriginal/ethnic groups within the general population, compile a listing by geographic locations and rural settlements, and design appropriate ED/COM campaigns to be directed specifically to them.

17. *Women's groups and associations*

347. Particular attention should be focused on women's groups and organizations where the bulk of the active membership is made up of women, such as home and school associations (or their equivalents).

348. This portion of the campaign will be directed particularly to groups/associations of mothers, because they should be educated about the benefits of birth (and marriage) registration. This segment of the campaign should be carried out in close conjunction with maternal and post-natal care programmes, as well as immunization and vaccination, family planning and nutrition campaigns.

349. Determine if there are any organizations, such as boy scouts or girl guides, with a mothers' auxiliary group that should be on the target groups list.

350. First, check the national Government to determine if there are any national departments/agencies/offices that deal in particular with women's groups that would have a listing of such organizations and their leaders, or if the Department of Education has a list of home and school associations. There may be regional/provincial/state/county administrations that have listings of appropriate groups/organizations, and there may be some local groups that can be identified only as lists of community leaders are compiled.

18. *Main users of civil registration/vital statistics information and data (including planners, policy makers and researchers)*

351. These main users of CR/VS information and data have a significant stake in any improvement programme. They can be very influential in convincing the Government to commit sufficient resources for a long-term project, and should be involved in all aspects of planning and implementation.

352. First, check the national Government. If there is a Bureau of Statistics, it would be a heavy user of data. Government planners in general—demographers, people who have to produce forecasts of future population and of the need for educational facilities and teachers, hospitals and other health-care institutions—should be included, as well as epidemiologists, physi-

cians, nurses and other health-care professionals; specialists in housing needs; and persons involved in forecasting budget needs and employment projections as well as the need for economic growth, including agriculture/food production etc. Electoral tribunal offices and offices dealing with identification services and population registers are also main users of CR/VS information and data.

353. Universities will be users for research projects, including medical research. In business, planners need to know population trends to anticipate markets. For regional/provincial/state/county governments, such information is also important for all planning purposes. Statisticians compiling life-tables, which are used in many demographic estimation procedures, must have accurate data and should be included in this category of the directory.

19. Action following compilation of lists

354. After this extensive listing of target groups and individuals is compiled, it should be evaluated by the Advisory Committee and ED/COM Office, and categories and subcategories should be prioritized for action in keeping with the national plan of action, which will have determined problem areas, goals and objectives, and strategies to achieve the desired results.

355. Determine which target groups will receive information on the registration improvement programme, and make tentative plans for the type of materials/mass media and other ED/COM techniques that may be utilized. Keep in mind that the actual strategies and methods to be used will be determined by activities described in chapter III below.

356. Preliminary work can also commence on the quantities and types of materials that will be required to convey appropriate messages and information to create awareness that will result in changes and behaviour about registration. Those activities, also described in chapter III below, include training communication/ education leaders, officials and organizations, target groups, community leaders, spiritual and religious leaders, village elders, traditional birth attendants, local registrars etc. Materials on the registration improvement programme to be required would include brochures, pamphlets for target groups and the general public, and subject-specific handbooks, such as handbooks for physicians, funeral directors/coroners, midwives and persons who solemnize marriages.

357. Trainers at seminars, workshops and conferences will need to be provided with sufficient materials and training aids, such as audio-visual presentations that are appropriate to their audiences, in order to convey effective messages that will result in positive action

to improve the CR/VS systems. However, it should be remembered that ED/COM campaign material for target groups and the general public should not be actually produced until it has been pre-tested in some manner for appropriateness and likely effectiveness.

B. DETERMINE DETERRENTS TO EFFECTIVE REGISTRATION

1. Conduct research to identify cultural beliefs, traditions etc. that discourage registration

358. Some of the problems and how they work to the deterrent of effective registration should have been already identified (see chapter I.B.2 above). The first step for a country undertaking a registration improvement programme would be to examine the whole area of deterrents in detail. The problems would be identified broadly. Then, staff or consultant(s) would be assigned to do a detailed study on specific problem areas.

359. Deterrents to registration vary from region to region within a country and from country to country, and should be carefully assessed in order to find tangible solutions. The examples described below illustrate how cultural beliefs and traditions affect the registration completeness and timeliness in Kenya, the Philippines, Indonesia, Zimbabwe and Botswana.

360. A 1989 report on a demonstration project of registration improvement undertaken in Kenya[20] stated that the idea of registration, which was historically introduced in Africa by the colonial authority, was usually resented by the population, who viewed it as an alien exercise imposed on the people rather than a service to them. However, after independence, the attitude changed with the expansion of education and general public enlightenment. People now are gradually becoming aware that civil registration is not bad but, in fact, benefits the population and is a (legitimate) government service.

361. The report also stated that resistance to registration of births and deaths may also originate from deeply rooted cultural inhibitions, namely, beliefs and practices associated with the birth of a child or the death of a family member. Any questions from an outsider relating to those events are considered intrusions into the intimate affairs of the family and community. Death, in particular, being a sad event, creates a state of mind in which the need for registration or detailing particulars about the death and the deceased can hardly

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[20]Benjamin Gill and J. R. Ronoh, "The Kenya Civil Registration Demonstration Project: a strategy for a rapidly developing country in Africa" (Department of the Registrar General of Kenya, 1989).

bring the consolation that a family would expect at such a time, especially if it is not conveyed in accordance with the local culture (section 17.1.3).

362. The report also noted that even in advanced Western countries, one could find, not so long ago—and perhaps even today—belief in witchcraft or in bad luck being brought to the newborn by ill-wishers, and grandmothers adorned the newborn with various paraphernalia for protection. There persist also certain funeral rites and beliefs that originate from the pre-Christian era (section 17.1.4).

363. The report further noted that in Africa, such beliefs and customs are still very strong, particularly in the traditional rural societies. These are manifested in various ways, such as non-reference to pregnancies, delayed naming of children etc. Among certain tribes, talking about dead persons is not allowed; their names are not mentioned. Burials are conducted at night, almost in secrecy. In some areas, people prefer to be buried on their own farms, which may be far from the settlement. These beliefs and customs are not conducive to civil registration, and are therefore regarded as cultural inhibitions as far as the registration of deaths is concerned (section 17.1.5).

364. Another example of a deterrent to registration is the reluctance of some cultures to having a child's illegitimacy recorded on a birth registration record.

365. A United Nations study, entitled "Feasibility study on accelerating the improvement of civil registration and vital statistics in the Philippines" (ST/ESA/STAT/110), noted that another weakness of the system there is that it is apparently Christian-based, without considering the members of ethnic cultural communities who are generally non-Christians. Those members of ethnic cultural communities have their own customs, practices and rites, which are unique and very different from the Christian way of life. In the naming of person alone, the Christians have first name, middle name and surname, but for the members of the ethnic cultural communities, only one name suffices. Because of its apparent Christian basis, the members of the ethnic cultural communities feel that the system excludes them, resulting in the fact that few of their births, deaths or marriages are documented.

366. There are deeply rooted customs and traditions of certain Philippine cultural minority communities that contribute to underregistration. Parents are not concerned in registering newborn babies because they have to find time and funds to "offer" the child. In case of death, the dead have to be buried in their ancestral lands within 24 hours of death, so people feel there is no necessity to register the event. Members of the cultural minority communities often do not subscribe to modern procedures and legal requirements, in the belief that compliance may tend to change their ancient customs, traditions and heritage.

367. With regard to marriages, Filipino Muslims are not required to obtain licences before they are married, therefore they do not have marriage contracts when they get married. In Muslim areas, there is also a general feeling that civil registration is unnecessary since such documents can be dispensed with or replaced by a mere certification of the Commission on National Integration or an affidavit procurable whenever such a document is needed by the person concerned.

368. In Indonesia, a study of the completeness and behavioural determinants of reporting births and deaths in that country[21] revealed that in some parts of that country a child is not officially named until it has survived for a specific period of time, frequently 40 days. Until that time, the child is simply referred to as "Bayi" (baby) or given one of a relatively small number of nicknames that usually bear little or no relation to the final name given to the child. If the child dies during that interval, burial often takes place quietly in the compound or yard. Generally, there is no religious ceremony as there would be in the case of an older person, and thus unless the parents make a specific effort it is unlikely that the event will come to the attention of a registrar.

369. In addition, some attitudes appear to be a deterrent to registration, such as fear that giving information may bring bad luck or be used against the individual, or may be used for military conscription or taxation. There is also fear that revealing the event would result in a social stigma applied by other members of the community.

370. In Malaysia, as the country progressed economically, politically and socially, the clamour for the introduction of monagamous marriage laws for non-Muslims became more demanding during the late 1960s.

371. One report[22] stated that that was because the laws pertaining to marriage and divorce among non-Muslims were in a chaotic state, especially for religious and customary marriages other than among Christians. Due to the complexity of varying ethnic groups pursuing their own marriage and divorce laws among themselves, where their marriages were polygamous in nature they were left to fend for themselves, as they had no recourse to law for matrimonial relief. Therefore, the Government decided to act on this justifiable cause and appointed a Royal Commission in 1970. Its

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[21]"Vital registration in Indonesia: a study of the completeness and behavioural determinants of reporting births and deaths" (Department of Demography of the Government of Indonesia, 1981), scholastic thesis.

[22]Report on Malaysia's CR/VS systems prepared by the National Registration Department and Statistics Department, presented at the East and South Asian Workshop (Beijing, 1993).

findings and recommendations were further studied by the Joint Select Committee comprising members from both Houses of Parliament. After many public as well as private hearings, it was apparent that public opinion was overwhelming in favour of the abolition of polygamy. The Act of 1976 provides a uniform law for monogamous marriage and the solemnization and registration of such marriages and to amend and consolidate the law relating to divorce. This law is applicable generally to all non-Muslims resident in Malaysia, as well as to all persons who are citizens of or domiciled in Malaysia residing abroad. The Act replaced the heterogeneous personal laws applicable heretofore to persons of different ethnic origins.

372. Or a country may have differing types of marriages, some of which are not registered. In Zimbabwe, for example, there are "customary unions", which are potentially polygamous,[23] where a man takes a woman as his wife. Although that type of union entails obligations, such as payment by the groom to the parents or relatives of the wife, called "lobola", the marriage is not formally registered with the Government.

373. There are also registered customary marriages, in which the couple appears before a marriage officer to have the union recorded in a marriage register in accordance with the African Marriage Act, which may occur years after the couple have lived together as man and wife.

374. The third type of marriage is a civil marriage that is based on the Christian monogamous form of union. It is a civil union celebrated before a marriage officer, who may be either a magistrate or a specially appointed minister of religion, such as a clergyman or priest or local civil registrar who performs marriages.

375. Botswana started a civil registration improvement programme in 1988, with comprehensive staff training; later, in 1992, an improved system was launched in four pilot areas, and that campaign included, as well as the mass media, discussions with public figures lecturing in Kgotla meetings held on a regular basis by the traditional chiefs in the pilot areas.[24]

376. Through the Kgotla meetings, some obstacles to early registration were overcome. Traditionally, mothers were not able to give names to their newborn babies because they had to first consult with their family heads. However, at the Kgotla meetings the chiefs agreed that in future the public in Kgotla meetings would be requested to discuss the issue in the family when a mother was pregnant and choose names for the expected child. Subsequently, regular participation in Kgotla meetings helped all births and a considerable number of deaths occurring at home to be reported and registered accordingly.

377. Other cultural traditions of some ethno-linguistic groups or the local registrar himself discourage registration. For example, in the Philippines the Ifugao people do not have a written language, so there is no tradition of written records and people do not understand the need to register vital events.

378. Also, in the Ifugao culture a post-partum birth taboo prohibits the new mother from leaving the house for three days after the birth, and the father must stay there for five days. After that period of confinement, the parents resume their regular chores, leaving no time for reporting the birth. In addition, normally a child is not named until an extraordinary event takes place as it is growing up, which may delay the naming of the child and thus also the reporting of the birth. About one third of births occur at home with family members or a traditional birth attendant assisting in the delivery, so there may be no contact with a Department of Health official who would direct that the birth be registered.

379. There is a burial taboo that confines the nearest relative of the deceased to the house for a period that varies according to social standing: three days for the poor and seven days for the wealthy, so the nearest relative cannot go out immediately and register the death. Ifugaos practice ancestor worship, and believe that the spirit of the dead wanders among the living. It is difficult to ask about a death in a family, because relatives will only refer to the person "being away" or "not here". There are no government or church cemeteries in Ifugao villages. The dead are buried near their houses or in family burial grounds in man-made caves along mountainsides, so there is no need for a burial permit that would require prior registration of death.

380. In Peru, there are some tribes who live in the Amazon region where the death of a person is never mentioned. When a death occurs, the relatives pack up all of his/her belongings and consider that the deceased has gone on to another life.

381. In general, it should be emphasized that the greatest barrier to registration is lack of awareness of or indifference to the need for registration, as well as historical reluctance and cultural objections.

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[23]See "Report on the current status of vital statistics and civil registration systems in Zimbabwe," paper prepared by the Registrar General's Department and the Central Statistical Office of Zimbabwe and presented at an African workshop on strategies for accelerating the improvement of civil registration and vital statistics systems (Addis Ababa, 5 to 9 December 1994), by the United Nations Statistics Division and the Economic Commission for Africa.

[24] See M. Sotoudeh-Zand, "Feasibility study for accelerating the improvement of civil registration and vital statistics in Botswana", paper presented at an African workshop on strategies for accelerating the improvement of civil registration and vital statistics systems (Addis Ababa, 5-9 December 1994).

382. Registration is not generally viewed as being very important in many developing countries, where many people are more concerned with survival.

383. The ED/COM programme should devise strategies to overcome problems like those in the above examples. It should inform and educate people in a simple but persuasive way about the benefits of registration in order to obtain their cooperation. The following factors usually contribute to a low level of registration, and indicate indifference on the part of the population and the inadequacy of many current CR/VS systems:

(a) Lack of interest among parents and parties to a marriage;

(b) Ignorance about the law requiring the compulsory registration of births, deaths, and marriages and divorces;

(c) The custom is not to register vital events, especially among the cultural minorities;

(d) The distance from the place of occurrence to the registration centre;

(e) A common belief that if a child is baptized its birth is already registered.

384. Deterrents to effective registration in several countries mentioned above illustrate the type of problems that might also be present in any given country. The identification of problems and the segments of the population affected by them will allow for the designing of ED/COM strategies directed towards those target groups. Persuasion combined with incentives would be the best approach to direct those population groups to register vital and civil status events.

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

2. *Other problems that are deterrents to effective registration*

386. Key problems that must be resolved in order to have effective registration systems are lack of adequate financing and high-level political support, as well as operational, administrative, infrastructural and law-related problems.

387. Although the importance of civil registration and vital statistics systems should be indisputable to each country and to the Government and thus should not be a subject for persuasion, in practice in most developing countries there is lack of awareness at the highest levels of authority. Thus, it is a necessity that the ED/COM campaign reach the highest level possible of Government to get its financial and political support on a long-term basis.

388. Sufficient funds, personnel, other logistics and proper Government support towards CR/VS systems must be secured.

389. Civil registration is a substantive and fundamental necessity for the sound organization and administration of any country. Its statistics provide the data necessary for ascertaining the natural population growth down to the smallest administrative subdivision on a continuous basis. Population projections and estimates based on reliable vital statistics will usually be more accurate and useful. The alternative—to rely on indirect methods to estimate mortality and fertility trends—can be very misleading, and usually such estimates are available only at the macro level.

390. Many of the problems with a country's civil registration/vital statistics systems may be related to lack of awareness, indifference, or cultural or traditional attitudes. In many countries, although legislation may provide that registration is compulsory, there is no institution that enforces such legislation throughout the country. In the Philippines and perhaps in most developing countries, many other factors are involved. For example, the Philippines has no independent national registration office to administer and technically guide civil registration in the country. In lieu of the independent office, the National Statistics Office, whose Administrator is also the Civil Registrar General, is mandated to carry out and administer the Civil Registry Law (see feasibility study mentioned in paragraph 365 above).

391. The Office of the Registrar General is empowered to prepare and issue implementing rules and regulations of laws on civil registration that every local Civil Registry Office in the country should strictly follow in registering all vital events, court decrees and legal instruments.

392. However, local civil registrars must be appointed by city and municipal Governments. Two of the 1,606 city/municipality units have extension units in remote *barangays*, but there are no actual subsidiary registration units.

393. The *barangay*, a unit that performs political and developmental functions under the local government code and serves as the primary planning and implementing unit of government programmes, projects and activities, has a Secretary who is involved in civil registration activities, along with hospitals, clinics,

rural health units and similar institutions, practising physicians, midwives, nurses and traditional midwives. However, *barangays* are not constituted as registration centres. Their assistance is limited to reporting the vital events for registration at the local Civil Registry Office.

394. In the case of marriage, the various religious churches, sects and denominations buy the certificates of marriage from the provincial office of the National Statistics Office. The solemnizing officers, who are public officials (mayors, judges and justices), get the certificates from the local Civil Registry Office and assist in registering the marriages by reporting the same to that Office for registration.

395. The local Civil Registry Office is generally located at a city or municipal building that is accessible to both urban and rural populations. However, there are a few rural areas in which access to the city/town proper is a problem due to distance, lack of transportation, poor conditions or no roads at all; there are also floods that, especially during the rainy season, isolate the town proper from other areas. All those problems are aggravated by poverty.

396. As a result, vital events go unregistered, particularly among the poor and/or those who live in scattered/rural settlements with no roads.

397. In the Philippines, many people live in *barangays* with no registration facilities, so they are forced to spend hard-earned funds to go in person to registration centres in cities and municipalities, and unless there is a compelling reason to register an event there is a natural reluctance to do so.

398. Also, the Philippines has many valleys, mountains, marshlands and coastal plains at elevations ranging from sea level to almost 10,000 feet. Very few roads pass through the mountains. Some of the rural *barangays* can be reached only by long, winding trails. Approximately 15 per cent of all *barangays* are accessible only by foot. Only 21 per cent of all *barangays* are within 10 kilometres of land transportation to the nearest town or city hall. Moreover, some local civil registration offices are overstaffed and others are understaffed. Both situations are considered problems arising from technical factors. The size of local civil registry staff depends generally upon the revenue of the city or municipality concerned and not upon the volume of work. The Local Government Code of 1991 authorizes the local government unit to use not more than 40 per cent of total revenues for personal wages and salaries. Thus, without regard to the volume of work, there are some municipalities whose staff exceeds that which is ideal or necessary, and others where registration offices are undermanned because the number of employees in the local government unit is deter-

mined by its financial capability and not by the volume of work.

399. Although the Civil Registrar General technically supervises local Civil Registration Office activities, if a local civil registry staff person is found violating any law, the Civil Registrar General cannot take any direct action besides reporting the matter to the Mayor of the city or municipality for disciplinary action. If the Mayor chooses to ignore the recommendation that disciplinary action be undertaken, no further action is taken because the Civil Registrar General needs the Mayor's cooperation and assistance in future censuses and surveys.

400. Also, since the local Civil Registrar is an appointee of the Mayor and local civil registration is funded wholly from local government funds, there are times when the Mayor dictates how the local registrar should act in some situations that result in violation of civil registration laws, rules and regulations. When it comes to work matters, the local registrar is supposed to receive instructions only from the Civil Registrar General, but then the Mayor cannot be disobeyed because that could lead to termination of the local Registrar's job.

401. An inter-agency committee established in 1987 by the National Statistical Coordinating Board identified several problems affecting the efficiency of the country's registration system caused by the *ex officio* nature of the Civil Registrar General's function, including:

(a) No direct supervision and control over the civil registrars, thus causing delayed submission or non-submission of vital documents to the Office of the Civil Registrar General;

(b) Indifference of planning and development coordinators to the civil registration function, which is part of their regular job;

(c) The civil registration function is incorrectly perceived as additional responsibility of planning and development coordinators;

(d) Indifference caused when trained local civil registrars are replaced by untrained personnel.

402. In the Philippines, as in most other countries, there is the problem of obtaining sufficient financial resources for improving registration systems and implementing ED/COM activities.

403. For that reason, it is important that any country attempting to implement programmes for accelerating the improvement of its CR/VS systems obtain the firm support, both political and financial, of high-level government officials, including the head of State, Ministers and Deputy Ministers, and—if the nation's administrative system is decentralized—of appropriate authorities at other levels of government. The improve-

ment of CR/VS systems and the necessary ED/COM programme should be made a government issue. It should not be an isolated effort of a single agency but should be a multiple-agency effort, thus a government responsibility.

3. Develop measures to counteract those conditions and encourage current registration

404. Development of such measures will require strategies to overcome the above-mentioned barriers to effective registration by general public enlightenment, with particular effort directed to religious/tribal/ community leaders and target groups. For example, that might involve meetings with tribal leaders if there is a taboo concerning the registration of a birth or death.

405. To counteract some of the taboos, it may be necessary to modify the legal framework for civil registration country-wide to suit even minority groups. Remember, civil registration law should be universal throughout the country. The legal framework may need to be designed to accomodate the registration of Muslim or other religious marriages, and to provide for adequate time allowances for the registration of births or deaths in accordance with the traditions of the people, such as where tradition requires the confinement at home of the mother and child for 30 to 40 days, or where there are delays in naming the child.

(a) Participatory communication

406. The 1950s saw the beginning of activities of developing nations concerning self-help programmes that were initiated mainly by capital infusion and the diffusion of modern innovations, chiefly from the West.

407. During that period and until the end of the 1970s, the dominant paradigm or example/model involved a top-down, one-way, hierarchical linear model of message flow from a powerful authoritarian source (such as a government) down to a passive receiver (such as members of target groups of the generally disadvantaged, as well as, in some cases, the general population) in a dependent relationship. More recently, new communication theories favour a self-development, problem-solving approach, with user-initiated activity at the local level, involving active participation of people at the grass-roots level: a two-way communication flow.[25]

408. Such a concept of participation involves the integration of an appropriate blend of traditional and modern practices, old and new ideas. Communication includes utilizing local culture and folk media, such as theatre, puppets, dances, songs, mime and storytelling.

409. Meaningful involvement of people at the local level could be used very effectively in defining and planning strategies for an ED/COM campaign for a registration improvement programme.

410. Before measures are developed to counteract conditions that are a deterrent to registration, and while conducting research to identify cultural beliefs and other conditions that are deterrents to effective registration, as outlined in paragraphs 358 to 403 above, it may be very worthwhile to hold community meetings throughout the country with various target groups that have been hard to reach, such as cultural/traditional ethnic groups and the rural poor. Make sure that the people who attend are truly representative; for example, not all should be heads of households, who are often male, but women should be fully included as well and their concerns and opinions noted.

411. Such a group can be extremely helpful in identifying the target audience and problems, and suggesting innovative solutions to promote registration. They can be helpful in designing effective messages and strategies using a local idiom that the people easily comprehend.

412. Consider, if possible, using a portable video camera to record that type of discussion with local groups, and make the resulting film available to the people developing the creative aspects of the ED/COM programme to aid them in their planning.

413. The same groups could be used for pretesting proposed campaign material and in the evaluation of its effectiveness after the CR/VS improvement programme has been implemented. In carrying out focus group, survey and sampling activities, make sure the individuals used are appropriate. In many underdeveloped countries, decisions are made by a group and not an individual, so make sure that any work of this type incorporates opinions/attitudes of such subgroups as those related to linguistic and ethnic heritage, the immediate family, or the clan, caste or tribe to whom the individuals being sampled belong.

(b) Incentives

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

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[25]See Srinivas R. Melkote, Communication for Development in the Third World: Theory and Practice (Sage Publications, Inc., 1991).

415. In Malaysia, for example, as an incentive for registration, birth and death certificates were issued free of charge. In some other jurisdictions, such as Sri Lanka, a marriage certificate is also issued at no charge.[22]

416. The policy of issuing a free certificate for a vital event that was registered in a timely fashion (e.g., within seven days of the event's occurrence) could be in force for a limited time only, such as for the first year of the registration improvement campaign. Or if registration is satisfactory in some areas of the country but is substandard in other areas, then the free certificate offer could be valid only in the specified location(s), and for a pre-announced period of time.

417. Such a policy should cover one free certificate only. After the first certificate is issued, a fee should be charged for all subsequent certificates in order to provide revenue to help maintain the registration office.

418. In considering the implementation of such a policy, particularly with difficult, hard-to-reach target groups, remember that the amount of revenue "lost" by not collecting a fee for certificates may be small because people in such target groups may not, in the past, have bought very many certificates anyway.

419. In addition, any loss of revenue should be balanced against the cost of getting the campaign's message to those people through mass media advertisements and other methods of education and communication.

420. In order to make birth registration more relevant to people, link birth registration to entitlement to social services, and increase the demand for certified copies. For example, a birth certificate should be mandatory for the enrollment of a child in kindergarten and/or grade one of primary school. At the first visit to a post-natal health care facility, staff should inquire if the child's birth has been registered, and if not directions should be given about how and where that could be accomplished. On subsequent visits, inquiries would continue until a birth certificate was produced.

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

422. If a woman has been absent from work on maternity leave, production of a birth certificate should be mandatory on her return to her job. In addition, if a parent is claiming a child as a dependant for tax credit purposes, production of a birth certificate for the child should be mandatory.

423. Applications for subsidized housing could require the production of birth certificates for a family's children in order to prove eligibility for that and other family benefits.

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

C. DETERMINATION OF MOST EFFECTIVE MEANS OF COMMUNICATION WITH THE GENERAL POPULATION AND OTHER TARGET GROUPS

425. In general, first the problem areas and deterrents must be determined; second, the specific target groups must be identified; and third, then the most effective means of communication can be determined.

426. The key to the success of those measures is effective research and determining and developing appropriate effective solutions to the problems.

427. Chapter III below outlines the various ED/COM tools that may be utilized in the programme, including the mass media, public relations and information techniques, and community participation.

428. Once goals, objectives, problem areas/deterrents to registration and target groups have been defined, it will be possible to work out the most effective means of communication with each type of audience on the basis of information and recommendations contained in chapter III and in accordance with the actual situations and conditions in the country concerned.

429. Effective communication for programmes aimed at effecting social and behavioural change, such as the promotion of timely registration of vital and civil events, has been described as a combination of science and art, blending research with creative design of a long-term campaign, with emphasis on marketing techniques that will be effective with target groups and the general population of a country. The messages must be clear and culturally sensitive.

430. Mass media campaigns have been effective in bringing about behavioural change. That is illustrated by the following examples taken from a report of an evaluation by Johns Hopkins University of health and family planning campaigns during the past decade:[26]
(a) In the Philippines, a one-year mass media campaign in 1988/1989 in one province promoting

[26]Evaluation by the Population Communications Office of Johns Hopkins University, in *Development Communication Report*, No. 77 (Washington, D.C., United States Agency for International Development, 1992).

health and family planning clinics in Cebu Province resulted in a 188 per cent increase in new family planning acceptors in city clinics and a 54 per cent increase at private clinics;

(b) In Bolivia, a multimedia campaign to promote health and family planning featuring eight radio spots in three languages in eight cities plus print and tapes for buses, from 1984 to 1987, resulted in an increase of 71 per cent of family planning acceptors at clinics during the campaign period. A survey also revealed that 99 per cent of those surveyed said they intended to visit a clinic as a result of hearing the radio spots;

(c) In Nigeria, a 1984 to 1987 multimedia campaign to promote health and family planning in Kwara State, which featured four radio broadcasts 169 times and five television spots aired 110 times, resulted in a 500 per cent increase in new acceptors in the seven clinics already established before the campaign began;

(d) Also in Nigeria, in Anamora State in 1986-1987 there was a television campaign to promote family planning and clinics, featuring 43 drama episodes integrated into a popular television show. As a result, 55 per cent of the average of monthly new clinic visitors named the television programme as a source of referral.

431. Another example for a successful ED/COM programme is one that was undertaken in the Sudan in 1993 during the six-month campaign conducted in support of the national population and housing censuses.[27] That campaign greatly facilitated the census enumeration in a war-torn country with a population that is complex and diversified in its cultural, ethnographic and linguistic traditions. The census publicity was totally designed and executed by the National Population and Development Information and Communication Centre in close collaboration with the Central Statistical Bureau, with technical assistance from the Regional Population Communication Adviser at the UNFPA Country Support Team for the Arab States and Europe, based in Amman.

1. *Entertainment programmes*

432. Entertainment programming, particularly on television and radio, has a vast audience all over the world, and can be a powerful force for the communi-

cation of messages, especially among illiterate or semi-literate audiences.

433. The soap opera has been used to communicate development messages, beginning in Peru in 1972 with the show *Simplemente Maria*, which told the story of a poor girl in the slums who achieved success by her hard work on a Singer sewing machine.[25]

434. In Mexico, between 1975 and 1981, there were six development-oriented soap operas, which successfully dealt with such topics as family planning and adult literacy.

435. That type of popular entertainment strategy for development has been adapted in India, Turkey, Zaire, Indonesia, Nigeria, Brazil, Egypt, Bangladesh, Thailand and Pakistan.

2. *Folk media*

436. Although it is necessary to use mass media communication channels for the ED/COM programme, the usefulness and effectiveness of indigenous folk media, especially among cultural/traditional target groups, must not be overlooked. Folk media may include theatre and dance, mime, songs and storytelling.

437. Many national Governments in Asia, Africa and Latin America have used folk media to increase communication effectiveness, especially among the rural and urban poor.[25]

438. In India, there is a Song and Drama Division of the Government's Ministry of Information and Broadcasting, which uses folk media to inform people about government services and programmes in an effort to change their attitudes and behaviour and accept modern ideas, thus performing a valuable function, especially among rural people.

439. Overall, the participatory development of messages is a desired approach, and should be focused on the transmission of messages that will effectively persuade the target group to take the desired action and register vital and civil events. The emphasis should be on creating awareness of new ideas and practices about civil registration that will actually result in attitudinal and behavioural changes in individuals, to the point that they feel registration is a necessity.

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[27]Reported by Nasim Madanat, Regional Population Communication Adviser, UNFPA Country Support Team for the Arab States and Europe, Amman.

III. STRATEGY AND METHODS TO BE USED IN THE INFORMATION, EDUCATION AND COMMUNICATION PROGRAMME

440. Planning and organization of a successful public awareness campaign consists of seven basic segments:

1. Defining the problems.
2. Gathering the facts.
3. Setting goals and objectives.
4. Identifying the target audiences.
5. Planning the education and communication campaign.
6. Implementing the campaign.
7. Monitoring and evaluating the results.

441. There are four specific objectives to keep in mind in creating an advertising/public awareness campaign:

(a) To create awareness: the right message must be presented in an interesting manner in the right media environment to the appropriate target audience. To get attention, the message should present a promise or reward, such as the benefits of birth registration to the child and the family;

(b) To increase comprehension: this is a teaching process. The messages should answer the questions of why, when, how and where registration should take place;

(c) To create conviction: the messages should create a favourable disposition to take positive action. It is particularly important among target groups to make sure that the message is reinforced by more objective and personal information sources, doctors, and religious/tribal leaders;

(d) To move people to action: motivate the audience to take the time to actually register the birth of a child, a marriage, a divorce or a death. Use a clear message, such as "Protect your child. Register his birth with the municipality in your community", or "Make sure that your marriage is registered to protect your new family's rights and privileges" or "A death must be registered at once to permit burial and to establish the rights of the remaining family".

A. DEVELOPMENT OF MESSAGE TO BE CONVEYED AND MESSAGE STRATEGIES

442. Before planning for media and other materials required for the campaign and development of

strategies for activity, a theme and logo should be created to give the campaign its identity. They should be used consistently during the campaign over a long period of time, and will put all elements of the campaign under an umbrella that will help the target audience become aware of the message, identify it and be prompted to take positive action. Also, it would be helpful to have a special song—a short and snappy one—written for use on radio and television to create audio recognition throughout the campaign.

443. As an example of the effectiveness of music in an ED/COM programme, The Johns Hopkins School of Hygiene and Public Health, as part of a 1986 population education programme in Mexico, put together two songs, "When We Are Together" ("*Cuando Estemos Juntos*") and "Wait" ("*Detente*"), sung by popular entertainers on a 45 rpm record and music video, and targeted them at young teenagers to encourage them to be socially responsible. Their reception was very successful.

444. The key is to choose the most appropriate medium which has a large audience among the target group, develop a compelling message about the product—in this case registration—and deliver the message in an entertaining manner.

445. While the campaign's basic theme will remain the same—that births, marriages, divorces and deaths should be registered—the message may vary somewhat depending on the target audience to whom it is directed.

446. After the extensive listing of target groups and individuals has been compiled according to the categories described in chapter II below, it will be prioritized for action. Preliminary plans will be made concerning the target groups to whom information on the registration improvement programme will be directed. The types of materials—brochures/pamphlets/handbooks etc.—that will be utilized for the target groups and the general public, as well as subject-specific material for doctors, midwives, funeral directors and people who perform marriages, will also be developed.

447. The development of actual messages and strategies and the determination of the most effective means of mass media and general communication etc.

are described in the remainder of the present chapter. Suggestions should be adapted in accordance with what would be most appropriate and effective in the country undertaking a CR/VS improvement programme.

1. *Strategy*

448. Strategy may be described as the management of getting the better of an adversary. In the present case, the adversary is ignorance about registration and/or reluctance and apathy to register a birth, marriage, divorce or death.

449. A most important strategy would be to emphasize that it is the responsibility of the Government to ensure that the country's CR/VS systems are operating effectively. That strategy includes the elimination of ignorance about the requirement for timely registration and making sure that the many benefits are fully understood by all of the people.

450. In order to eliminate pockets of unregistered vital events in some segments of the population, the Government's persistent intervention is of paramount importance. The Government, in fact, should play a dynamic role in the promotion of improving CR/VS systems. The Government has the primary responsibility to educate the people so that they understand the need for completeness of CR/VS systems.

451. The Government should require that registration be compulsory nationwide. If a country has previously made registration voluntary for certain groups, that practice should be abolished.

452. In developing strategy, remember that strategy is the link that connects the goals and objectives of a campaign to the detailed action to be taken to achieve them. The strategy shows how best the goals and objectives may be accomplished and where major efforts should be directed. Strategic plans do not explain how to reach the objectives but show what the situation will be after the action tasks have been completed in relation to the previously established goals and objectives. The goals and objectives of the ED/COM programme will be to improve CR/VS systems by raising public awareness of the necessity and benefits of registration, and persuading the general public—especially target groups—to take action to register births, marriages, divorces and deaths.

453. The communication plan will feature messages to accomplish those goals and objectives. To do that, the plan must trigger three "determinants":
(a) Learning;
(b) Feeling;
(c) Doing.

454. Those are the three components required in the adoption of new behaviour. To make the campaign a success, the target audience, or "adoptees", must have specific information about what registration is, why it should be done (e.g., the benefits) and when, how and where to take action to register an event. Strategic research provides the information about the target audience (and general public) on which a public awareness campaign can be developed. That information must be viewed with good judgement by those who are actually developing the campaign. The key to development and execution of an effective message strategy is getting the attention of people and persuading them to take the action advocated in the message.

455. Effective research provides tools for management to make strategic decisions in budgeting, the development of advertising and other means of communication, and the selection and scheduling of media dissemination.

456. There are two elements to strategy:
(a) Message strategy;
(b) Tactics strategy.

457. Message strategy involves establishing just what the advertising (and other information, education and communication aspects of the campaign) are in relation to the main message idea, which is to communicate the benefits of registration of vital events and prompt people to take positive action. Tactics strategy involves how the message strategy is executed: how the message will be communicated, and conveying the message by means of finished advertisements and other methods of information, education and communication. That is, message strategy spells out what the advertising (and other means of communication) is expected to communicate; tactics strategy states exactly how the message will be delivered.

2. *Message*

458. The message is conveyed in stages to different groups (after key communication, education and other officials are trained).

459. The first stage is the message to be conveyed to officials (agents) of civil registration/vital statistics, including the message to be conveyed to the head office of the Registrar General and headquarters staff, regional/provincial staff, and officials (agents) of the registration process, such as local registrars in the field and their assistants (e.g., traditional birth attendants, schoolteachers, staff at hospitals and health clinics, assistant chiefs and tribal elders).

460. If the country's registration is administratively decentralized, the message should be conveyed in accordance with the actual situation.

461. The second stage is to convey the message to the population in general, with appropriate messages

targeted to specific groups, such as mothers'/women's groups, organizations concerned with human rights and community leaders. If the country has a decentralized registration system, plans and actions will be adopted in accordance with existing conditions.

462. In either case, keep the goals and objectives in view, and keep the message consistent with them. At the regional or community level, it may be most effective to convey the message to community/village leaders in organized one-day classes. At the second stage, those community/village leaders will communicate the message to the residents of their home communities at conventional community gatherings and during person-to-person contacts. Utilize home and school organizations, service clubs, religious institutions and agricultural or rural development groups.

463. For the general public, the message must be a clear, simple and forceful argument in favour of the benefits of registration to individuals and families.

Make the message personal, such as appealing to mothers—registering the birth can help with care for her and her child at the local health-care clinic, to obtain medicine, family allowance, admission to school, etc. For areas with a high rate of illiteracy or semi-literacy, convey the message through strong graphics in any printed material, such as a comic book format; provision for face-to-face meetings to convey the message will be important for such groups. Where applicable, use radio programming and—if funds permit—television. Good messages are especially important in today's expensive and cluttered advertising and communication environment. They must be better planned, more entertaining and more rewarding, which calls for a good creative strategy.

464. An example is set out below of a strong, clear message for birth registration, used in brochures, signs and other materials in the province of British Columbia, Canada, in a programme to improve the registration of its aboriginal population.

Register

YOUR BABY'S BIRTH
An Important First Step

"A photo of an aboriginal mother with her baby is printed on the cover of the pamphlet".

Congratulations
to you and your new born baby!

As a parent, you will want to give your child the best possible start in life. In British Columbia, that means deciding on a name for your baby, and legally registering the birth. This guide tells you why, and how to go about it.

It's important for your baby.

You must register a birth with Vital Statistics in order to receive a birth certificate for your child. A birth certificate is necessary to obtain status or band membership, medical services, public education, a passport, old age pension, and

many other benefits throughout life.

A birth registration is a legal record of birth; and a birth certificate is probably the most important piece of identification your baby can have.

It's important for your community.

The Indian Registry Administrator at the Department of Indian Affairs requires a copy of the long form birth certificate and a signed parental consent form before they can register a person as a Registered Indian (status). As well, these documents may be required to enter a person's name on a band list.

Also, birth, death and other data collected under the *Vital Statistics Act* are used by researchers and health care planners to identify health care priorities in communities throughout the province. Such data can be transformed into useful measures of health status which assist in health care decision making at the local level. Thus, the collection of vital statistics results in improvements in the health care

system that benefit people both on and off the reserve.

It's required by law.

The Division of Vital Statistics is responsible for keeping records about the important events in people's lives; births, deaths, marriages, and name changes. Each year, we register more than 45,000 births in the province, more than 2,000 of which are aboriginal births.

- All births must be registered within 30 days of the date of birth.

- If you haven't registered your baby's birth within that time, you should do so as soon as possible.

- If you live on a reserve, the Band Office may be able to help you. If you live off reserve, an urban aboriginal agency such as a Friendship Centre may be able to help you.

- If you need help, contact the Government Agent's office in your area, or Vital Statistics (in the blue pages in the phone book).

How to register your baby's birth.

1. While you are in the hospital, you will receive an envelope from Vital Statistics, containing a "Registration of Live Birth" form.

2. Choose a name for your baby, and then fill out the form. If you have any problems, ask someone at the hospital to help you.

3. Once you have completed the form, check with the hospital. Many hospitals act as a District Registrar for Vital Statistics and can accept the "Registration of Live Birth" form from you. Otherwise, mail the form to Vital Statistics in the postage-paid envelope provided.

4. If you have not decided on a name before leaving the hospital, you can register the birth later, but REMEMBER—it must be done within 30 days.

5. If the baby was not born in a hospital, contact the Indian Registry Administrator at the band or the Registrar, or Vital Statistics for further information.

Who should register the baby's birth?

Usually, both parents complete and sign the "Registration of Live Birth" form.

If only one parent is able to register the baby's birth, he or she must complete the "Statutory Declaration" on the back of the "Registration of Live Birth" form, to explain why only one parent has signed the form.

The "Statutory Declaration" must be signed by the parent in front of a person authorized to take affidavits, meaning a Notary Public, a lawyer, or a District Registrar for Vital Statistics. Check with the hospital, as they may be a District Registrar.

The father does not have to be named on the form, but the mother still has to complete the "Statutory Declaration" to explain why the father is not included on the form.

If one of the parents is unavailable to sign the registration form, his or her name and signature can be added later by completing another "Registration of Live Birth" form.

How to obtain a birth certificate for your baby.

Once your baby is registered, you can apply for a birth certificate by completing an "Application for Service" form, and paying the applicable fee. Check with a Vital Statistics office for the correct amount.

NOTE: It is important to put the same information on the "Application for Service" form as you used

on the "Registration of Live Birth" form. If the information is not the same, it will take considerably longer to receive your baby's birth certificate!

Naming your baby.

You can choose any name you like for your baby, as long as the baby has a given name (first name) and a surname (last name). Middle names are optional. A hyphenated or combined last name may be selected, but the name cannot have more than one hyphen.

For more information...

If you need more information or application forms, please contact:

Ministry of Health and
Ministry Responsible for
Seniors
Division of Vital Statistics
Vancouver
British Columbia

(Addresses are provided in the brochure).
Source: see above address

This brochure is published by the Ministry of Health
Division of Vital Statistics
Victoria, B.C.
Canada

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465. A common element in the creative effort entailed in good advertising, including development of the message, is background information, which will be provided by the ED/COM Office and will be based on research into problem areas, disincentives to registration, proposed solutions and target groups. The creators of the campaign must know the goals and objectives to produce a plan that will be effective.

466. The message itself should be simple, direct and meaningful. It should stress the benefits of regis-

tration and give reasons to motivate positive action. It should tell why, when, how and where registration is done. First, think of what information you wish to get to the general public and target groups. Link the message with what you want people to do, such as promptly register the birth of their child. Make the message simple, and repeat it several times during the same presentation to the public. Remember that persuasion methods are used in both reactive and proactive situations. Proactive situations are those where you want

to change or neutralize hostile opinion, such as when culture or traditions are a deterrent to registration. Proactive situations define latent positive attitudes in people and motivate them to action and reinforce favourable opinions.

467. It is important to remember that in a campaign aimed at changing human behaviour, such as registering births, marriages, divorces and deaths, the basic message cannot be repeated too often.

468. Messages are communicated by both written and non-written methods. In illiterate or semi-literate societies, the non-written method is especially effective. Such methods include pictures, symbols, information meetings, small group discussions, person-to-person contacts and advocacy by such trusted groups as teachers, nurses, physicians, village and tribal leaders. Communicate the message through channels that are most appropriate to the target audience.

469. Remember that in most parts of the world the mass media is controlled and its messages are created by urban elites. Frequently, they produce messages that are not appropriate, nor are they delivered in regional languages or dialects to their often illiterate/rural audiences. Every effort must be made to overcome a pro-literacy bias in message creation. The language used must not be needlessly complex or technical.

470. In the advertising world, there is a course of action called the "M Approach", which maintains that receiving a message from multiple media maximizes the recall and credibility of the message. In other words, the saturation technique—using a number of advertising and non-advertising promotional methods to send the same message to the same target group—has a much greater impact and is more effective than using a single medium.

471. It is particularly effective to use a comprehensive plan in the early stages of a public awareness campaign. After the theme, logo, message and strategy have been determined, review the following checklist before production of the actual ED/COM campaign plan:

1. *Make the message as clear as possible*

The aim is for the audience to receive the information, understand it, believe it, agree with it and do something about it.

To make the message more effective, use action words and write in an active rather than passive voice. For example, "Register your new baby right after birth to make you and your child eligible for many benefits" or "Protect your child. Register his

birth with the municipality in your district", rather than "not enough parents are registering their children immediately after they are born".

Use examples to clarify the message's precise meaning, such as "A birth certificate will show eligibility for health care, a family allowance and the child's school enrolment".

It is very important to use as few technical/scientific/ bureaucratic terms as possible. Avoid jargon and acronyms if the target group will not understand them.

Include only information the audience needs to make a decision. Avoid lengthy explanations.

Ensure that the material is easily understandable by using short sentences and simple words.

Make sure the message does not blame the persons who have not been registering vital events in their families. The message should support people's desires to change their own behaviour.

2. *Make the communications activities effective*

Be consistent. All of the communications activities should contain the same message by using a common theme. Consistency helps build awareness: each piece of information reinforces another. Whatever approach or style is chosen, use it in all parts of the campaign. To reinforce the impact, use the same colours, emotional tone and types of illustrations—even the same typefaces—in all the materials.

Put main points first. Stress and repeat the main points in the message. Less important information should not crowd out the main message.

Stress benefits. Emphasize how important the message is to the target audience. For the message to break through the information clutter, it must be something the audience wants or has to know. They are most interested in the benefits and how acting on the information will help them.

Get attention. Materials should have impact. Use illustrations, statements and graphics that attract attention. If the message is printed, the text should be broken up with captions, headlines and sub-headlines so that it is easier to read. A logo or theme will help the audience to remember the message.

Make the means of communication as appealing as possible. Poor-quality materials are a waste of

money, and they will make the campaign less credible in the public mind.

B. DEVELOPMENT AND PRODUCTION OF A HANDBOOK FOR INFORMATION, EDUCATION AND COMMUNICATION LEADERS AND KEY OFFICIALS AND ORGANIZATIONS

1. Get an early start

472. Drafting of the main contents of the handbook for ED/COM leaders and key officials should be started as soon as documents for presentation to the Government are completed. If not, drafting should start immediately after they are presented to the Government and the ED/COM programme is approved.

473. Drafting should be done by staff of the ED/COM Office itself, or that task may be delegated to someone else within the Government or to an outside consultant or agency. The handbook should not be completed until after the Advisory Committee has determined the national plan of action, the message to be conveyed, target groups, effective means of communications etc., but work on writing the handbook should proceed during the planning period to allow plenty of time for production, planning, and training sessions with appropriate persons and organizations.

2. Other uses of the handbook

474. The handbook should be considered a source document for the development of many other required information/communication/education campaign materials. For example, information in the handbook for ED/COM leaders and key officials may be selected and simplified in accordance with what is relevant and appropriate for the general public and for specific target groups to whom messages about registration are being directed. The information could be used as the basis for important parts of the texts for brochures/pamphlets, advertisements, press releases, speeches etc. So make sure that the handbook is prepared carefully, and that relevant information in it is adapted appropriately, as required.

3. Outline of handbook's contents

475. In the handbook, use clear and concise language. Avoid the use of jargon, acronyms and technical or bureaucratic terms as much as possible. Design the handbook as follows:

Government approval

Begin the training handbook with the Government's approval of the entire plan to improve the civil registration/vital statistics system, including a brief description of what action will be taken.

Important role

Tell the communication/education leaders and key officials and organizations that they have a very important role to play in the new programme, and ask for their support and assistance in communicating the message and educating and training others so that the campaign will be truly successful.

Goals and objectives

Then, in clear and concise language, outline the principal goals and objectives of the campaign.

Improvements are necessary

In brief, explain why improvements are necessary. Use summaries of any material gathered in accordance with Chapter I.B.1 above, in which problem areas are outlined. Some material based on the research suggested in chapter II.B.1 above to identify cultural beliefs/traditions that are a deterrent to registration may be useful.

Benefits

The documents presented to the Government when approval of the CR/VS systems improvement programme is being sought should contain a comprehensive list of the benefits to the individual, the community, the country and the world (see Introduction, section C, for a detailed description of benefits; use that material and whatever else may be applicable about benefits of registration in the country concerned). This segment of the handbook should go into some detail, and should emphasize the benefits in various fields.

Action plan

Outline (in brief) the national action plan for the improvement of the overall CR/VS systems to be carried out throughout the country. This should include a general description of improvements to the legal framework and administrative elements, such as management, operation and maintenance of the systems. The ED/COM programme is a substantive component of the overall programme, and it would be defined in more detail in the text of this Handbook.

Effective communication

Give a general description of most effective means of communication with:
(a) The general population;
(b) other target groups.

Campaign plans/strategies

Campaign plans should include consideration of:

(a) A description in general terms of the plans and strategies for use of paid advertisements in the mass commercial media, i.e.:
 (i) Print;
 (ii) Radio;
 (iii) Television;

(b) News relations programmes to get the message across in news stories, editorials, public service/community event notices etc.;

(c) Pamphlets/brochures—how, when and where they will be distributed;

(d) Signs/billboards;

(e) Information booths/kiosks in local markets, shopping centres, bus stops etc.;

(f) Material for use in schools;

(g) Meetings in communities and with relevant groups, such as home and school, women's groups;

Organizational/administrative changes

Explain (in brief) the organizational and administrative changes that are being made. For example, if new registration offices are being established and new deputy registrars being appointed, or if there are to be mobile registration units going directly to villages once a month, or if local registrars are to set up booths at local weekly markets, then explain what is planned.

Information, education and communication plans

Explain the plans for informing/educating/communicating with:

(a) Local officials, such as village elders;

(b) Traditional birth attendants;

(c) Target groups, especially the disadvantaged, such as illiterate or semi-literate people (those who live in rural areas with poor communications).

In conclusion: future actions

Tell the communication/education leaders and key officials and organizations what you want them to do—what is expected of them. A major task in any public awareness promotion, such as this ED/COM programme to promote timely and complete registration of births, foetal deaths, deaths, marriages and divorces, is to make the population aware of what is needed or required: when, how, and where they can take action to register births, deaths, marriages and divorces. They must be directed to the available registration office where their desire to act may be channelled. This will be one of the

prime tasks of the trainees. This portion of the training handbook can be general in nature, because you will want to train key officials very early in the planning and development stage.

476. Later, there will be meetings set up at the regional/state/provincial/county/local levels, and with various occupational groups, professions and community groups and organizations. The persons who receive the introductory training outlined in the handbook will be key players at those subsequent meetings. Again, a decentralized system will require appropriate adaptation of plans.

477. If more than one language is to be used, the handbook will have to be translated. Make sure that enough copies are ordered and that production is completed well in advance of launch of the training phase of the campaign, which should occur some time prior to the general media/community action campaign aimed at the general public and specific target groups.

C. TRAINING OF INFORMATION, EDUCATION AND COMMUNICATION LEADERS, KEY OFFICIALS AND TARGET AUDIENCES/GROUPS

1. *A six-step approach*

Step 1

478. The first step is to determine the source (i.e., what department or agency) of the most effective and appropriate persons to become ED/COM trainers. That key team will then travel throughout the country to train the trainers at the next level, in a cascade fashion. This will result in the ED/COM campaign reaching every segment of the country's society, including difficult-to-reach target groups, such as poor illiterate people living in remote areas. The ED/COM team will also train such groups as tribal leaders, spiritual and religious leaders, village elders, traditional birth attendants, and persons who look after burial/cremation.

479. To determine the make-up of the first group(s) of persons to be trained, use the handbook described in section B above, and look at the key personnel in the headquarters offices for CR/VS. The national statistical office may have experts in communication, particularly within the population census office, which may have recently conducted a publicity census campaign. If the country has decentralized CR/VS systems, then look at the key staff at those levels as well. You are looking for articulate, effective educators/communicators who can communicate their own enthusiasm for the programme to others. They motivate their audience to take strong, positive action, and create a desire to convey the message to other

people, who will in turn train others, particularly those in key target groups.

480. For the first group to be trained, in addition to good communicators in CR/VS personnel, look at other government departments involved in communication. They should be a valuable source of personnel who could become trainers of other trainers. Look also at the departments that are main users of registration data and therefore have a strong interest in quality data.

481. For example, the Department of Health (or equivalent) usually has staff members who are very capable and effective in getting messages to all the people. They should have a history of motivating people to change attitudes and behaviour. Such skills are needed to accomplish the goals and objectives of a registration improvement programme.

482. The Department of Education should be another invaluable source of persons to serve as ED/COM trainers. Education means systematic and effective training in what must be done in order to create and raise public awareness about the need for and benefits of official registration of births, foetal deaths, other deaths, marriages and divorces. In making up this top-level group of trainers, ensure that persons involved in education at all levels—kindergarten, primary, intermediate, high school, trade and commercial schools and university—are selected.

483. The country may have a Department of the Interior (or equivalent) that looks after government administration matters—especially in remote, rural areas—with personnel who are very knowledgeable about local conditions and communities—tribal leaders, and others who lead in creating public opinion. Staff from this department should also be recruited as trainers of other trainers throughout the country.

484. Consider carefully whether or not, at this stage, you wish to train representatives of key organizations outside of the Government. For example, there may be national organizations concerned with family planning, infant breastfeeding programmes and immunizations, or home and school associations, human rights organizations etc., that could provide representatives who could effectively transmit the messages about timely registration to members of their groups throughout the country. However, it may be more appropriate to enlist the support and cooperation of such organizations at a later date.

485. At a later period of the ED/COM campaign, it will be very important to enlist religious organization leaders, particularly if one religion (Buddhist, Christian, Hindu, Muslim etc.) is predominant in the country. Religions are concerned with people and families, and are involved at the time of occurrence of birth, marriage and death, and so every effort should be made to secure their assistance and cooperation in the ED/COM campaign.

Step 2

486. For the second phase of the ED/COM training programme, the team of trainers should be organized to train a larger group of trainers. These are the communicators who will be directly responsible for reaching the target audiences/groups to convey the messages and educate the public about the reasons why registration is necessary, and how it will benefit them and their communities.

487. The second level of trainers would include representatives of the same group who made up the initial group—civil registrars, vital statistics personnel, and the departments of health, education and the interior. The entire network of local registration authorities, as well as the vital statistics authorities at the regional level, should be involved in training activities, particularly when their area of jurisdiction is targeted for ED/COM training.

488. Also, the ED/COM Office should carefully examine the list of all target groups designated in chapter II B above. Since what you wish to achieve is communication with each of these groups in every area of the country, your second level of trainers must be made up of people who can effectively communicate with them, and who may in some cases be considered leaders in some of the various categories, e.g., women's groups, child-care advocate organizations, human rights advocates, tribal leaders and legal education officials.

489. As an organizational and managerial strategy for the implementation of the ED/COM training programme, divide the country into several regions, with one team (or more, depending on size, geography and population) assigned to each.

490. To increase the effectiveness of training, have separate training teams with special material, and communication tools for difficult target groups, such as illiterate, rural people, who generally have little or no contact with the Government and who do not understand why registration of vital events is necessary and will be of benefit to them.

Step 3

491. The target audiences/groups and the regions should be prioritized for action by the ED/COM Office. Also, the ED/COM Office should identify the most appropriate combination of communication channels to reach the target audiences/groups in each region.

492. As a minimum content of training, the teams of trainers should define what particular changes in attitude towards civil registration and vital statistics

systems, practices, actions, community organization and leadership are needed from each target audience/group to achieve the ED/COM programme objectives.

Step 4

493. The first task in step 4 is to determine the number of meetings and their locations, and to establish the time-frame for the training segment of the ED/COM programme. Plan the actual meetings, locations and times. It would be best to send a team (e.g., three persons) to each meeting—for example, a representative from the Registrar General's Office, one from the ED/COM Office and—where applicable—a high-level official of the department/agency concerned and/or a highly respected leader of the organization for whom the meeting is being held. Seek input from those attending on any problems that might be anticipated, and ask advice on the most effective methods to combat them and get the messages to the proper audience. In planning meetings:

(a) Pick the Chairperson carefully;

(b) Make sure someone is designated to take notes and produce the minutes of each meeting;

(c) Work out an agenda and time-schedule for each meeting.

494. During the sessions, the teams should describe to each target audience/group the characteristics or contextual factors relevant to their participation in the CR/VS systems. They should call upon the target audience/group for their support and obtain their inputs. It is essential that these groups form a commitment to carry forward the ED/COM programme within their own audience's/group's members.

495. Special training materials should be produced by the ED/COM Office for this second group of trainers. It need not be as complete as the handbook for trainers, but it should provide a detailed outline of the topics to be covered, guidelines, pamphlets, posters and basic documentation for conducting workshops, seminars and conferences. Subject-specific mini-handbooks may be developed for some target groups. They will serve the purpose in areas where the magnitude and scope of materials contained in the trainers' handbooks is neither needed nor efficient.

496. The ED/COM training of local registrars, community/village/tribal leaders, traditional birth attendants etc. is particularly important because these are the people who will take the message back to the general public. Their training is an integral element of the ED/COM programme.

497. A travel and per diem subsistence allowance should be paid to local registrars, community/tribal leaders and traditional birth attendants if they are required to come to the country's capital city or to a

central urban area for training. This will encourage good attendance at training workshops/seminars, and will also make such people aware of their importance to achieving significant improvements in CR/VS systems. If the local registrar is an employee of a municipality, perhaps the municipality will defray the travel/subsistence costs.

Step 5

498. The teams should specify the ED/COM activities that the target audience/group will need to undertake to bring about a positive attitude towards the prompt registration of all types of vital events.

Step 6

499. Use the message strategies designed to convey the appropriate message to the target audience/group.

500. This part of training of the ED/COM programme is not to be confused with the regular training programme in place as part of the CR/VS management activities to ensure high standards of systems' performance (e.g., by holding workshops every one or two years) and on a long-term basis. In fact, training in the actual administrative, technical and legal aspects of the CR/VS systems improvement programme, such as how to actually fill out the forms and reporting procedures, which will be given to civil registration and vital statistics staff at all levels, as well as key stakeholders, such as doctors, coroners, medical examiners, nurses, midwives, funeral directors (or equivalent), persons who perform marriages and those who grant divorces, must be under the jurisdiction of management of the CR/VS systems. The latter will also be responsible for providing the required financing for all of these aspects of training, as well as for providing the corresponding handbooks and guidelines for their daily work. However, necessary coordination and cooperation is essential. Overlapping of activities must be avoided.

501. Depending on the circumstances, it may be possible to combine some categories of groups, such as those in rural areas, public opinion makers, and regional and community leaders in areas where the population is largely illiterate, at ED/COM training sessions. People trained by level-two trainers would go back to their own communities/local organizations etc. and communicate the messages to groups or person-to-person.

2. Planning charts

502. Charts 1 to 3 (pages 51 and 52) indicate how a CR/VS systems improvement programme, including the ED/COM component and its training aspects, might be organized or adapted to meet the requirements of a

**Chart 1.   Plan of overall organization of CR/VS
system improvement programme**

```
                  ┌──────────────────────┐
                  │  National Task Force/ │
                  │  Overall Plan of Action│
                  └──────────┬───────────┘
                             │
                  ┌──────────┴───────────┐
                  │    Project Manager    │
                  └──────────┬───────────┘
         ┌───────────────────┼───────────────────┐
         │                   │                   │
┌────────┴────────┐  ┌───────┴────────┐  ┌───────┴────────┐
│      Legal       │  │ Administrative/ │  │  Information,   │
│    Framework     │  │  Management/    │  │ Education and   │
│                  │  │   Technical     │  │ Communicationᵃ  │
└──────────────────┘  └─────────────────┘  └─────────────────┘
```
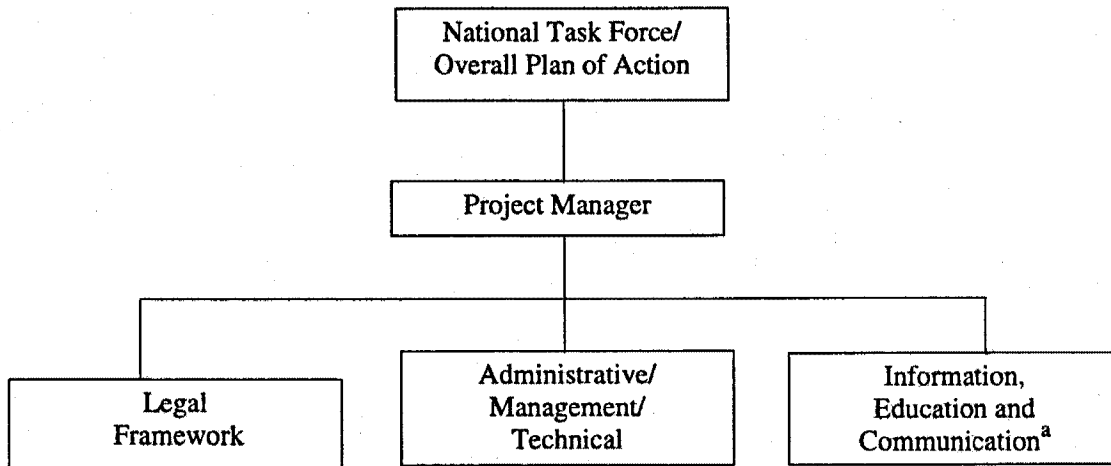
─────────
ᵃSee chart 2.

Chart 2.   Information, education and communication componentᵃ

```
                  ┌──────────────────────┐
                  │      Officials'       │
                  │  Working Committee/   │
                  │  Advisory Committee   │
                  └──────────┬───────────┘
                             │
                  ┌──────────┴───────────┐
                  │    ED/COM Office      │
                  └──────────┬───────────┘
         ┌───────────────────┼───────────────────┐
         │                   │                   │
┌────────┴────────┐  ┌───────┴────────┐  ┌───────┴────────┐
│  Subcommittee on │  │ Subcommittee on │  │     Other       │
│  ED/COM Training │  │ Creation/Design of│ │ subcommittees   │
│                  │  │ ED/COM Campaign  │  │  (as required)  │
└──────────────────┘  └─────────────────┘  └─────────────────┘
```
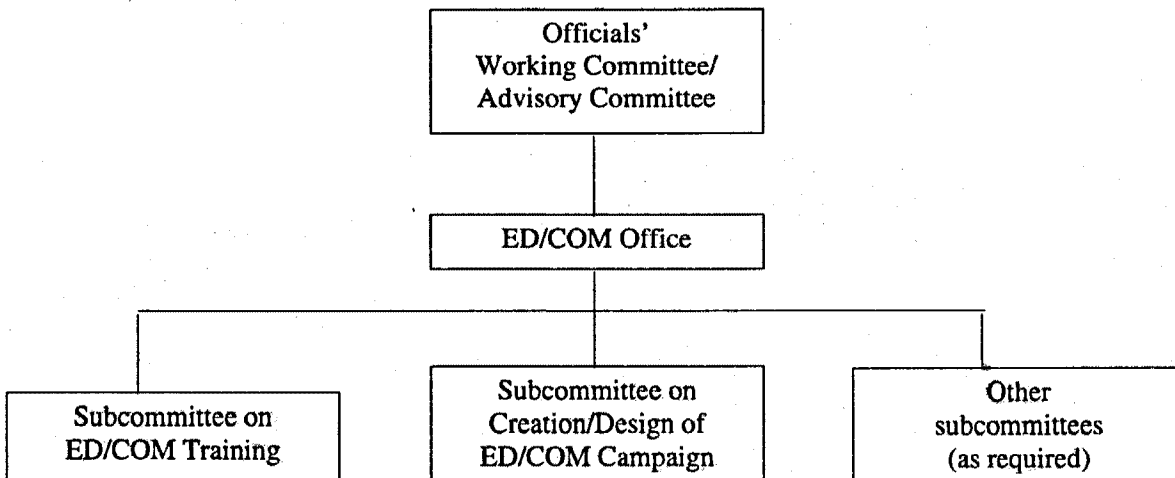
─────────
ᵃThe ED/COM component would be closely linked to and coordinated with the task forces responsible for:
   (a) The legal framework.
   (b) Administrative/management/technical improvements.

Chart 3. ED/COM training flow chart

```
+-----------------------------------------------------------------+
|                         Level one                               |
|                                                                 |
|   Train ED/COM leaders and key officials. ED/COM training would |
|   then be organized in a downward-flowing cascade fashion, in the|
|   manner suggested below.                                       |
+-----------------------------------------------------------------+
                              |
+-----------------------------------------------------------------+
|                         Level two                               |
|                                                                 |
|   Train the officials who will work in teams to convey the messages|
|   to target groups/audiences.ᵃ                                  |
+-----------------------------------------------------------------+
        |                         |                         |
+----------------+      +----------------+      +----------------+
| Region one     |      | Region two     |      | Region three   |
| (Team one)     |      | (Team two)     |      | (Team three)   |
+----------------+      +----------------+      +----------------+
   |                       |                       |
 +---------------+       +---------------+       +---------------+
 | Target group 1|       | Target group 1|       | Target group 1|
 +---------------+       +---------------+       +---------------+
 | Target group 2|       | Target group 2|       | Target group 2|
 +---------------+       +---------------+       +---------------+
 | Target group 3|       | Target group 3|       | Target group 3|
 +---------------+       +---------------+       +---------------+
 | Target group 4|       | Target group 4|       | Target group 4|
 +---------------+       +---------------+       +---------------+
 | Target group 5|       | Target group 5|       | Target group 5|
 +---------------+       +---------------+       +---------------+
```

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[a] A target group/audience may be a religious group, a cluster of rural population, a tribal group, a religious organization, midwives, traditional birth attendants, women's groups etc.

country undertaking a registration improvement pro-gramme.

3. The Philippines model

503. The Philippines has established a comprehensive, continuous registration enlightenment cam-paign that may be of interest to other countries working on registration improvement programmes.

504. The Office of the President has proclaimed February of every year as Civil Registration Month. The Proclamation authorized the Civil Registrar General to promulgate necessary implementing rules and regulations that all local registrars in the country must observe

in connection with the activities and programmes that may be held locally.

505. All agencies and departments of the national Government and local registrars, government-owned or -controlled corporations, the private sector and the citizenry are encouraged to support the activities and programmes for Civil Registration Month.

506. To emphasize the importance of registration, the President speaks at the National Convention of Civil Registrars, which is held every two years.

507. The proclamation of February as Civil Registration Month by the country's head of State and his speech outlining registration's importance to the unity and progress of the nation is of key importance in raising public awareness throughout the country.

508. The National Convention features discussion of government policy concerning civil registration; development of plans and formulation of strategies to improve the system; automation of the system; contribution of the system to the overall goals and objectives of the Government; and other matters that are of interest not only to civil registry personnel but to all sectors of society.

509. In addition, a seminar/workshop is conducted annually by either the provincial or the regional office. The participants are local civil registry personnel, new or newly appointed, who have never undergone formal training in civil registration, local health officers, rural health physicians, nurses, midwives and selected *barangay* (borough) officials. When the number of participants is small, the seminar/workshop is conducted at the regional level, and every province within the region sends its representatives. When the number of participants is large, each province conducts its own seminar/workshop.

510. During seminars/workshops, usually two days in length, the following matters are taken up:
(a) Administrative matters, such as records management, the duties and functions of local civil registry personnel, the issuance of certificates and disciplinary measures;
(b) Technical matters, such as registration of an event, proper completion and the coding of civil registry documents, and registration procedures.
A certificate of participation is awarded to every participant of seminars/workshops.

511. This type of long-term continuous information, education and communication training strategy may be adopted by nations initiating improved civil registration/vital statistics programmes.

D. DEVELOPMENT OF INFORMATION, EDUCATION AND COMMUNICATION ACTION PLAN

1. *Role of the United Nations Population Fund*

512. The UNFPA draft guidelines on information, education and communication describe population education (POP/ED) as a process that goes beyond the provision of information by encouraging the investigation and critical analysis of alternatives regarding population issues. Population education should facilitate decision-making. The general goals of POP/ED are to assist individuals in defining their population problems (the actual nature and perceptions of which differ widely), in understanding the determinants and consequences of population processes and changes, and in evaluating possible actions that they and their communities can take to regulate those processes and changes.

513. UNFPA recognizes the need for improvement in basic education as an important prerequisite to sustainable development and as a factor in the development of well-being through its links with demographic as well as with economic and social factors.

514. As stated in the Programme of Action of the International Conference on Population and Development (chap. XI, "Population, development and education"), the reduction of fertility, morbidity and morality and the empowerment of women are largely assisted by progress in education. Specifically, UNFPA aims to contribute to improvements in the quality of basic education through the introduction of more relevant population- and development-related curricula and the promotion of curricular reforms and more effective teaching techniques.

515. Within the framework of the ED/COM programme on civil registration and vital statistics systems, the above can be achieved through:
(a) Workshops;
(b) Community participation;
(c) Media campaign;
(d) Educational institutions.

2. *Workshops*

516. Workshops to train local registrars and others involved in registration in ED/COM techniques form an extremely vital segment of the action plan for information, education and communication. Work on the ED/COM aspects of the overall registration improvement should be started early. Where possible, workshops should be held in cooperation with administrative training seminars, which would be under the jurisdiction of management. The comprehensive in-

dicative work plan in annex I below specifies that a special subcommittee should be established to look after the ED/COM components training of key officials, registration staff at all levels of administration, village/tribal elders and traditional birth attendants. Management will be responsible for training in administrative matters of civil registration and vital statistics personnel at all levels, as well as doctors, nurses, funeral directors and persons who perform marriages.

517. The ED/COM training subcommittee should be established soon after the Government appoints a high-level Advisory Committee. It should work cooperatively with management to arrange for training of officials concerned with registration, organizational, administrative, technical and legal systems improvements.

518. One of the first steps of the ED/COM subcommittee on training should be to determine the human resources required to conduct those training seminars, and then to design and produce appropriate training materials. The dates and locations of those meetings would be determined, and they would be organized and held, as required, in convenient locations, in cooperation with civil registration and vital statistics management.

519. Depending on the complexity of the training required, those ED/COM sessions would be of one or two days' duration. Since many local registrars may be employees of municipalities, it may be necessary to provide some form of incentive—a token honorarium or other reward to ensure the attendance of all those who need training. As noted earlier, those being trained should receive a travel/subsistence allowance to compensate them for expenses incurred in attending training sessions.

520. If the registration system is decentralized, then plans would be prepared in cooperation with the appropriate jurisdictional officials.

3. *Community participation*

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

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

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

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

525. Another technique for reaching women is to develop information/educational programmes to be aired at times when a woman can listen to them while she is doing housework in her home or using a transistor radio while she is working in the fields or doing other outdoor work.

526. One view of health communication strategies is that they should focus on stimulating dialogue and the analysis of health problems by both community workers and health workers in order to develop appropriate action strategies.

527. This strategy could be adopted for raising awareness of civil and vital registration systems. Health institutions should develop horizontal partnerships with communities, and should use health personnel as message senders who involve communities in analysing problems as well as in programme planning, implementation and evaluation.

528. Research in the fields of communication and social change point out the great influence of group norms on individual behaviour.[28] Examples of where health personnel have worked through community or workplace network include:

(a) In India and Bangladesh, women network leaders educated other women in child nutrition;

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[28]See Judi Aubel, *Development and Communication Report*, No. 77 (Washington, D.C., Agency for International Development, 1992).

54

(b) In Gambia, imams—Muslim leaders—promoted child health and family planning;

(c) In Kenya, gas station attendants distributed condoms and explained their use;

(d) In Malawi, women's groups developed songs and dances about the benefits of good nutrition;

(e) In Ecuador, representatives of rural communities helped produce radio and print material on water and sanitation;

(f) In the United Republic of Tanzania and Burkina Faso, open-ended theatre on family planning and child health was used as an education and communication medium;

(g) In Tunisia, group games on child health topics were developed;

(h) In Peru, women used colouring books to mark in "their lives" while discussing their problems and options.

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

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

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

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

533. In Colombia, in the remote coastal villages of the *Choca* region, there is an organization called *Promesa* (promise), which works to promote the ability of families to attend to their children's needs and began by working with mothers with pre-school children. That sort of group would be very effective in transmitting messages about the need for and benefits of registration of vital events.

534. Other countries have different groups that could be involved.

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

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

537. It is important to reach student teachers, so the national ED/COM plan should include preparing material on registration for use in teacher training schools. Then, when they become teachers they could be very helpful in ensuring that knowledge of the need for birth registration etc. is conveyed to their students. Community participation should also include women's groups, home and school associations (or their equivalents), service clubs, rural development/agriculture groups and other local organizations.

4. *Media campaign*

538. An ED/COM action plan should be developed by the subcommittee on the creation, design and implementation of the mass media and general campaign, which would be established shortly after the Advisory Committee is appointed by the Government.

539. The mass media campaign action plan requires the development of an overall plan utilizing commercial media: print, radio and television. That plan must also fully utilize no-cost public radio and television and community non-profit newspapers/newsletters, as well as news articles etc. in the commercial media. If there are State-owned media outlets, they should be involved in the ED/COM programme.

540. In designing a mass media campaign, it should be recognized that there is actually a two-step communication flow.

541. The first step is from the mass media to opinion leaders, the influential people who can be found at every level of society who are more exposed to the mass media than are the general population. In the second step, those opinion leaders convey the mass media communication messages to others in their communities/spheres of influence.

542. Mass media alone may be weak in bringing about direct and long-lasting change in the attitudes and behaviour of the population. However, it is effective in providing an immediate persuasion mechanism, and can move opinion leaders—persons influential in the community—to take action to communicate the message to others. Mass media can be considered agents of reinforcement to emphasize and give validity to the communicated message that requests people to take action—in this case about registration.

543. It should be emphasized that engaging outside assistance is not a necessity, and that the necessary tasks may be carried out on an in-house basis by government staff. In particular, hiring an outside public relations consultant is not critical to the campaign's success. The ED/COM Office, if it has sufficient staff and financial resources, should be able to handle public relations effectively and possibly at a lesser cost than an outside consultant/agency, as well as the mass media campaign.

544. In fact, since a public ED/COM programme is a continuous, long-term requirement, there is much merit in establishing a public information unit to deal with news relations within the ED/COM Office on a permanent basis.

5. Educational institutions

545. The educational institutions component of the programme should be directed mainly to developing effective messages and lessons for use in primary and secondary school curricula. Educating the younger generation will eradicate the cohorts of population missed by the current civil registration/vital statistics systems. The students will also convey the message to their parents. There should also be educational input in later stages of education, such as high school and university, where students will soon be old enough to be parents.

546. Civil registration and vital statistics systems may be taught as a topic in conjunction with population education classes that deal with family planning. UNFPA, in its 1993 publication *Reconceptualization of Population Education*, notes that the concept of family size and the importance of timing a pregnancy and being ready to be a good parent can be taught to a young audience.

547. UNFPA believes that it is important to teach demographic concepts because schoolchildren will become leaders in their communities and countries, stating that demographic learning is important to help prepare children for the changes likely to result from rapid population growth, which will profoundly affect the world they will inhabit as adults. They need to understand the implications of international and internal migration and rapid urbanization so that when they are in decision-making positions they can take appropriate action to influence migration patterns, reduce the negative impacts and cope with the effects of those phenomena.

548. Because the registration of vital events provides valuable demographic information, teaching children about why births, foetal deaths, other deaths, marriages and divorces should be registered and how and when registration is accomplished should be an important part of the educational curriculum.

549. Since children's ability to grasp certain concepts and details increases with age, lessons in registration should be developed accordingly. Because many values and attitudes are formed early in life, it is important to present information about the value of prompt registration early in the educational process, particularly because many children in developing countries leave school early.

550. The ED/COM action plan for educational institutions should include providing training in registration requirements and benefits to people who develop curriculums and write textbooks.

551. Early in the overall CR/VS improvement programme, the Department of Education (or wherever curriculum is developed) should be involved, and should produce lessons broken down in segments that would be used by teachers to instruct students at various age levels.

5. Audio-visual presentations: a useful tool

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

553. Probably the least expensive medium is the production of a simple slide show, with a recorded script and pictures. There could be an in-person narrator reading a script and using a simple one-projector slide

machine. Or videotaped presentations could be used, with a recorded audio track, or again there could be an in-person narrator who reads from a script. Remember that audio-visual presentations communicate well with audiences of low or no levels of education and literacy/reading capability. Make use of this vast potential for communicating with difficult-to-reach target groups.

554. Give serious consideration to the production of a training video that can be used to communicate and educate a greater number of people than can be reached by individual face-to-face interaction.

555. Since video messages reach both the eye and the ear, they are effective in helping viewers retain the message being conveyed; in addition, videotapes can be a cost-effective training tool.

556. Because the cost of producing a training video can be relatively low, it should be possible to produce several different videos that reflect the different geographic settings, attitudes, behaviours and cultural and linguistic groups of a given country.

557. Any training video should create situations that are realistic and reflect the values and attitudes of the groups to whom the message is targeted. Consider the production of a series of interactive videos to communicate the need and requirement for registration, its benefits and how to actually register an event.

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

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

560. Pre-testing should be an integral part of the information, education and communication process, and must be done before the script(s) and location(s) to be depicted in education/communication materials are finalized. Focus groups are frequently used in pre-testing to determine whether or not the concepts are presented clearly and are appealing and meaningful to the audience to whom they are directed. Also, pre-testing is necessary to ensure that the language and settings are appropriate.

561. Persons who present the training videos should have a discussion guide to make sure that the facilitator conveys all of the required information to the audience.

E. MEDIA CAMPAIGN USING RADIO AND TELEVISION STATIONS AND NETWORKS AND PRINT MEDIA

1. *Overall planning*

562. One of the most important aspects of the planning of an advertising/communication/education plan is to first do research on key social, economic and communication indicators and characteristics of the persons and groups to whom the campaign will be directed, as well as media trends. A great deal of that type of information should be available through the country's national statistical office, as well as from statistical yearbooks of the United Nations Educational, Scientific and Cultural Organization, United Nations publications on social and women's indicators, World Bank social indicators data sheets and local research survey firms and advertising groups.

563. The key social, economic and communication indicators include per capita gross national product, total population, urban and rural population, income distribution, adult literacy rate, percentage of radio and television receivers, and information on newspaper circulation, cinema capacity and media trends, such as the number of persons who watched television, listened to radio or read a newspaper the day before. Or there may be publications on the country's advertising rates and data, or a bureau which audits circulation that can provide data on marketing and various media considerations. Data on circulation, audiences, rates and cost per thousand should be readily available.

564. To develop an effective ED/COM campaign, it is of key importance to communicate in local languages and images that are clearly understood by target audiences and that reflect their character. Advertising messages should reflect local ideas and concepts. The inherent power of the local language is very great, and copy should be written in the language in which it will appear. Some research indicates that what is shown is much more memorable than what is actually said. For that reason, the graphic portion—the person(s) shown, the background setting and scenery—should reflect the target audience. That may mean, in the case of a television commercial, filming it with three different presenters in three different languages and locations; although that would increase production costs, the impact on the target audience would be much more effective.

565. There are six elements in communication:
(a) The source: in this case, the Office of the Registrar General or equivalent;
(b) Encoding: converting the message into symbols that go out to the audience;

(c) Messages: this is communicated by words and pictures. For target audiences especially, they should reflect the character of the people to whom the message is directed;

(d) Media: this is the means by which the message is conveyed. It includes paid commercial advertisements and editorial news content. The key to a successful campaign is to make sure that the message reaches the target audience;

(e) Decoder/receiver: this is the person who receives the message, interprets the words and pictures, and determines their meaning;

(f) Feedback: the response to the message by the person(s) who receive it.

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

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

568. In designing the campaign, there are two basic questions to be answered:

(a) For the general public, what will be the most effective media?

(b) For the target groups, what media does this audience use? Has there been a recent type of social marketing campaign, for example, to promote good nutrition for children? Was it successful? If so, what type of campaign was used?

569. Designing the media plan gives the opportunity to the planners of the ED/COM programme to use the right medium at the right time. This results in good media selection and scheduling.

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

(a) Reach: the proportion of the target audience that is exposed to at least one advertisement/commercial during a specific time-period (one week or four weeks);

(b) Frequency: the minimum or average number of times an individual in the target group is exposed to an advertising/commercial message during a specific time period (one week or four weeks);

(c) Continuity: the pattern and timing of delivery of advertising messages through the duration of the campaign;

(d) Size: the physical dimensions of a print advertisement or the length of time of a broadcast radio or television commercial.

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

572. In planning the commercial media campaign, make a list of all of the outlets in the country. For example:

Television	10 originating, 27 replay, and 52 relay stations; two cable television channels (one in English and one in Chinese)
Radio	260 stations on the AM band and 67 on the FM band
Newspapers	23 national and 62 provincial or local
Magazines	41 local and national
Comic books	29
Foreign publications	16 newspapers, magazines, trade journals, yearbooks, and in-flight magazines
Outdoor advertising	Billboards, illuminated posters and overpass signs sold by 51 outdoor advertising companies
Cinema	Over 500 movie houses in over 100 cities
Transit advertising	Buses, commuter trains and subways

573. The estimated size of the audience in each outlet will show its potential distribution capacity. For example, radio may reach 70 per cent of all households, television 30 per cent and newspapers 25 per cent. Whether the message in the advertisement prompts the requested action will depend on how effectively registration is promoted.

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

575. Determining the actual media objectives and strategies requires in depth-research to give the planners an understanding of the target audiences. They also need information about how many may be reached and how often, given the limitations of the budget. Information on the potential reach and frequency should be readily available. It must be determined if there is a strong link to the target groups. This is needed for an effective plan for the media campaign.

576. The objective is to create awareness, so the media advertisements should be scheduled closely together. There could be maximum scheduling of commercial advertisements in the beginning of the campaign and for the first three (or six) months, then a decrease, and then an increase (after nine or twelve months, for example). Such cyclical scheduling of commercial media should continue for a number of years, because the campaign will be a continuous long-term programme.

577. A key question in planning the media advertisement campaign is which media are cheaper in delivering the desired reach and frequency to the audience, both general and target groups. Two questions should be considered:

(a) How the mass media (specific newspapers and other print media, and radio and television stations and networks) are exposed to the audience;

(b) How the receivers, particularly the target groups, make themselves available to the mass media.

578. Sixteen of the most basic considerations for setting up the media campaign are listed below:

1. One of the first tasks is the design of a *logo* for the campaign, because it is most important to ensure a distinctive appearance for all material to be transmitted throughout the campaign. This identifying logo and distinctive style of appearance should be used in all means of communication: commercial advertisements, signs, posters, pamphlets and brochures.

2. Direct the advertisement to *"you"*—the person you wish to reach. *"You"* is at the top of the 10 most frequently used words in advertisements, followed by *"your"*, so make frequent and telling use of those words in all communications. For example, "*You* should register the birth of *your* baby".

3. The prime message(s) should be strong and simple, and should be used consistently throughout the campaign. For example, "Register your baby's birth—an important first step".

4. If the language being used has different type styles (e.g., Roman, Gothic, Script etc.), ensure that the same styles are used consistently, whenever possible.

5. In writing copy for advertisements, news releases, pamphlets, brochures etc., use the language of the everyday voice of the native speaker. Do not use jargon, bureaucratic or technical terms, such as "Intensive psychographic research into key demographic socio-economic gender-linked mortality and morbidity studies was detailed in geographic segments."

6. Concepts, appeals and especially words differ from culture to culture. Where possible, work with a focus group from the target audience to make sure the campaign material is appropriate.

7. Copy should be clear, fresh, memorable and believable. The message and images should be relevant to the target audience, and should send out a message about the benefit to the individual and his/her family.

8. In print, make good use of headlines, subheads and captions to graphics. Use the headline to get the attention of the audience and telegraph what you want to say.

9. Do not use all capital letters even in a headline, because this is hard to read. Set key paragraphs in boldface or italic type.

10. Remember that advertisements in colour are much more memorable.

11. Never set the copy in reverse (white type on a black background), because it is hard to read.

12. Keep the illustrations as simple as possible. A photograph works better than a drawing because people identify with it more readily. One large, strong photograph is better than a lot of smaller pictures. Focus on one or two persons—no crowd scenes. Women are most attracted to a picture of a baby.

13. In general, there should be a caption under each illustration, because they are more widely read than the body of the communication.

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14. Layouts should contain plenty of white space, because that helps the eye move easily across the page (this is particularly important in semi-literate societies).
15. To save money, the key is careful editing, especially before the copy is submitted for the first steps of mechanical or electronic reproduction. For television, it is especially important to make any changes *before* production of the commercial commences.
16. Check the quantities of material required carefully. If the correct number of copies is ordered initially, there will not be excess copies or a shortage that will require reprinting.

579. In planning a media campaign, a comparison must be made about the impact/effectiveness of the various mass media.

2. *Print media: newspaper advertisements*

580. Producing good copy and design for a print advertisement is a difficult creative task best handled by people with special ability in this field. Journalists, for example, or people who write good newsletters or handbooks, are not always good at preparing a good print advertisement.

581. Copy length should depend on the message, the audience and the layout. In general, long copy will be read by literate, better-educated people, who probably already do register their vital events. For semi-literate persons, use short copy, with a lot of illustration. Use good headlines, because they are often the only part of the advertisement that people do read. Headlines should be:
(a) Specific and to the point;
(b) Understandable at a glance;
(c) Coordinated with the rest of the advertisement.

582. A newspaper may be published daily or weekly, and may be national, regional or local by circulation or "market" area, on the basis of its readers. Some are directed to specific geographic areas or ethnic/ cultural groups within the general population, and would thus be very effective if the campaign is endeavouring to reach such specific target audiences. In rural areas, a weekly may have a wider readership and be more effective than a daily newspaper published in a city because of the latter's weak circulation and delayed delivery in the countryside.

583. Advantages of newspapers include:
(a) Newspapers generally serve a broad cross-section of the population and have a strong reach in households. As a rule, readership increases proportionately in accordance with income, education and occupation;

(b) Newspaper advertisements can be geographically selective according to circulation, and can be tailored to target groups;
(c) The advertisement can be read at the audience's pace (of literacy), and can be reread later or passed along to other readers. Newspapers are good for communicating facts and details for longer, explanatory messages. They have broad impact;
(d) The cost of production is lower than for television;
(e) The lead time for placement and cancellation is short, so the campaign can be changed quickly if necessary. The size and format are flexible, unlike television and radio;
(f) In general, newspapers are closely read and viewed as credible and more trustworthy than other mass media (this may not be true in countries where the press is government-controlled, or in a one-political-party State).

584. Newspaper advertisements also have disadvantages, such as:
(a) Newspaper advertisements have a short life span;
(b) Waste of circulation. In general, many national and other publications reach a very broad cross-section rather than a selective target group. However, in this case, to create public awareness among the general public as well as target groups, advertising in such publications would increase general public consciousness about registration;
(c) Clutter, because more than half of most newspapers space is advertising, which makes getting the readers' attention more difficult;
(d) A low level of literacy hinders the ability of the reader to fully comprehend the details contained in the newspaper advertisement;
(e) Newspapers are not usually good at quality reproduction, such as of photographs, and the use of colour is limited and expensive.

585. First, review the 16 basic considerations outlined in paragraph 578 above, many of which apply specifically to the preparation of print advertisements (do this as well before preparation of television and radio commercials).

586. A major consideration will be the determination of the space size of the advertisement, generally calculated in modular agate lines. Fourteen agate lines equals one column inch. The cost would be determined by multiplying the line rate by the number of modular agate lines or column inches, the number of insertions, and—if applicable—the use of colour and charges for having the advertisement in a particular position, for example in a "lifestyles" section in the newspaper. For best results:

(a) Make sure that the main message is in the headline in large type, attracting the attention of the reader and making him/her want to know more;

(b) In writing for print advertisements (or other print materials), break up the text as much as possible to make it easier to read;

(c) Use headlines, sub-heads, bold typeface and boxes. Use large enough type sizes;

(d) The opening paragraph should be short, because a long first paragraph frightens readers away. After the first two or three inches of copy, insert a cross-heading to break the monotony;

(e) Have the material proofread by someone other than the writer, and edit carefully before submitting for publication;

(f) Design the advertisement to stand out. If possible, use spot colour;

(g) Use illustration, especially a photograph, to help convey the message. There is truth to the old saying "a picture is worth a thousand words". The illustration should be appropriate. If the message is being directed to a specific ethnic/cultural group, make sure that the picture is of people of that group. Wherever possible, use a simple caption under the illustration;

(h) If the advertisement is in a newspaper directed to a specific target group, such as an ethnic/cultural group, think about using an endorsement of the campaign by an influential community leader/ opinion maker within that group;

(i) The length of the copy is determined by the message, the target audience to whom it is directed and the layout. Make sure that the copy is well written, convincing, easy to understand and meaningful, especially to the target groups(s), and well laid out.

3. *Radio advertising*

587. There are many advantages to radio advertising, including:

(a) Radio continues to be the most effective way of reaching the mass audience. Radios are almost everywhere. Even in developing countries, most people have access to at least a transistor radio, so it is able to reach large audiences. Radio is used in the home, the car and other means of transportation, at the beach, at work and sometimes even at school. Radio is the principal means of information for most people. The potential for reach is great;

(b) Radio is an immediate communication medium. The audience is reached quickly, making radio an ideal tool to create awareness;

(c) Low cost of radio advertisements, for both broadcast time and production. Many stations will produce commercials at little or no cost to the client. Most cost-per-thousand estimates show that radio delivers a message at very low cost;

(d) Its low cost makes it possible to use saturation scheduling to create public awareness quickly;

(e) Radio provides an inexpensive vehicle to reach a specific target audience. Radio stations are more often aimed at specific demographic groups than is television, so it is easier to target the message to defined groups. Radio is effective to increase frequency—a great advantage. An audience can be reached in its own language several times a day at a relatively low cost;

(f) Radio is very flexible. It is easy to change the advertisement quickly and at a low cost. Timing is also flexible, and advertisements can be broadcast at peak listening times for target audiences;

(g) It is easier to produce advertisements in a variety of local languages on radio, and to have them read by announcers of the ethnic/cultural groups to whom the commercials are directed. Some Governments run "vernacular" radio broadcasts (e.g., in Malaysia), which are very effective in reaching difficult target groups. Radio messages during the morning hours when women in traditional societies are mostly at home has the highest audience among target groups (e.g., Botswana);

(h) Radio is a personal medium that involves the listener's imagination.

588. However, radio does have some disadvantages, such as:

(a) Because radio involves only one sense—hearing—it is more difficult for the listener to absorb the message. This is why radio commercials must be simple and repeated several times, particularly because often radio is more of a background sound to which people do not pay close attention;

(b) The radio message is over quickly and is not available for later reference;

(c) The audience may be fragmented, although the potential to reach the mass audience is high. Radio has been described as a low-reach/high-frequency medium. In other words, a low proportion of the target audience hears the advertisement a high number of times during a specific period;

(d) The danger of clutter, when a number of commercials are grouped for broadcast together at a station break;

(e) Radio cannot demonstrate by sight the product—registration and its benefits.

589. In preparing radio advertisements:

(a) Radio commercials should seize the attention of the listener immediately and hold it until the end;

(b) Focus on the message. It should be memorable, simple, easy to understand, and short enough to be delivered in 30- or 60-second spots;

(c) Activate imagination by using appropriate sound effects;

(d) Radio copy should be carefully written to provide a smooth flow of spoken copy. Do not use words that run together;

(e) Use short words and sentences that speak in a conversational tone to *you*—the individual listener;

(f) The message should be repeated several times. If you are using an address or a telephone number, always repeat it near the end of the commercial so that listeners can write it down;

(g) Ask the listener to act—to register births, marriages and deaths;

(h) The sound of the advertisement should be positive, upbeat and cheerful in tone;

(i) Don't use too many words so that the announcer has to read them too fast for the listener to comprehend and remember;

(j) Since radio provides only sound to create an impact, make sure that sound effects and music are professionally done. Earlier, it was suggested that a musical work be commissioned to use in the campaign. If that has been done, use it in radio (and television) commercials so that listeners will identify it with the message of the campaign;

(k) Identify the promise—the benefits—(such as health care for mother and child) early in the commercial;

(l) Utilize radio's flexibility and low production costs to create and produce advertisements directed specifically to each target group;

(m) Broadcast in the language of the people to whom the message is directed;

(n) Use an announcer with a good warm radio voice. If broadcasting to an ethnic/cultural group, use an announcer from that group or one who speaks their language flawlessly, and—where applicable—in the vernacular;

(o) Do several different radio commercials so that they can be rotated to keep the interest of listeners;

(p) Use radio personalities. For example, a popular disk jockey might deliver the advertisement during a music programme. Or there might be other popular radio personalities who could be used on a phone-in show, for example;

(q) Are there respected public opinion leaders who could record the message? Especially in a commercial directed to an ethnic/cultural target group,

is there an influential leader? If so, make use of that person in radio advertising.

590. The actual production of a radio advertisement requires several steps:

(a) The first is production of the script and approval of production costs (the radio station may charge nothing, or very little, for production);

(b) In general, the script would be taken directly to the radio station (or a production company might be engaged), and a person (or persons) with a good radio voice (and appropriate language capability) would be selected to read the message;

(c) If music or sound effects are to be used, they would be selected;

(d) The commercial is rehearsed and recorded;

(e) The tape of the commercial is reproduced as required for use on the radio station, and, if necessary, shipment to other stations (or networks).

4. *Television advertisements*

591. Television is purchased by network, spot (time bought by national advertisers in one or more markets) or local, including cable TV. Television is the most persuasive mass medium, with a very powerful impact of the effectiveness of the message. By combining sight, sound and motion, this multi-sense medium requires no effort by the audience. The viewer can even do something else while he/she receives the message. To judge how effective television advertising will be in the specific developing country, get data on number of television sets owned, if possible by geographic area and ethnic/cultural groupings, and viewing patterns by categories and time of day/week.

592. Other television advertising advantages include:

(a) Television is widely watched by all segments of the population, including the illiterate or semi-literate, and is the preferred source of information of many. Television reaches a large number of those who are not effectively reached by the print media;

(b) Since television reaches such a broad audience, it may be overall a cost-effective way of reaching a mass audience. Check television advertising rates and size of audience to determine this factor;

(c) Television is generally very effective in reaching women in the 18-49 year age group—prime targets for information on registration of births, infant deaths, and marriages and divorces;

(d) On television advertising, awareness is created because the message is repeated many times, so viewers have the opportunity to get to know it and be prompted to take action;

(e) Television has a high "reach"—the proportion of the target audience that is exposed to at least one commercial during a specific period, and can be used effectively to build "frequency"—the average number of times an individual is exposed to the advertisement in a specific time period. This means that although the actual dollar (or equivalent) cost may be high, it may be actually cost-effective in terms of impact/effectiveness;

(f) It is possible to select audiences demographically for maximum effectiveness with target audiences. Obtain specific information about how and when certain audiences can be reached by age/sex/other demographic characteristics, such as income/occupation;

(g) For flexibility and economy, it should be possible to obtain commercial broadcast time more cheaply from individual stations, and to accomplish geographic segmentation of the target audience.

593. There are some disadvantages to the use of advertising on television, including:

(a) Advertising on television is very expensive, both for actual broadcast time and for production, which includes artwork, talent, music, sound effects, writing, rehearsals, camera etc.;

(b) Limited time in which to convey specific details;

(c) The quickness of the message. If the television set is on but people are not watching the advertisement, they cannot return to it (unless it is taped). There may be wasted coverage because television reaches a broad audience. It is more difficult to reach specific targets grouped by demographic, psychographic or geographic area categories (but this can be done, and television can be particularly effective with illiterate or semi-literate persons);

(d) Clutter—when groups of commercials are broadcast together during a programme break when viewers tend to take break from viewing. To combat that problem requires greater frequency over a longer time-period for effective impact;

(e) The audience may be fragmented if there are a number of television channels available in a given market, resulting in a lesser potential in the reach of the commercial and consequently higher cost to reach the target audience;

(f) People have more distrust of television commercials than of advertising in the print media. They tend to believe more if they see something in print (this wouldn't apply to non-literate people).

594. If it is decided to use television advertising, it would be wise to engage professional help—an advertising agency and/or a television production company if such a firm is available—because expertise is required to produce effective commercials in this difficult, complex medium.

595. Creating and producing effective television advertisements is a very difficult and complex task. In addition, because television is such an expensive medium for both production and purchase of broadcast time, it is recommended that an advertising agency and/or television production company be engaged to assist in this phase of the campaign (see chapter I above for details).

596. There are some general guidelines for television advertising:

(a) Television, because it involves sight, sound, color and motion, has a great emotional impact, so take advantage of all those qualities. Use visual action that seizes and holds the viewers' attention;

(b) The message should be powerful—short, simple and easily understood. Identify the main message in the first 10 seconds of the commercial, and repeat it at the end;

(c) Introduce the main benefits of registration early, and repeat them towards the end. The benefits of birth registration could be demonstrated by pictures of a healthy mother and child at a post-natal care clinic, or of a child entering school for the first time;

(d) Be positive and recommend a specific action (for example, "go to the appropriate place to register births, marriages and divorces and deaths as they occur");

(e) Use carefully written, smooth-flowing copy. At a normal rate of speech, there is time for about 60 English words in a 30-second commercial and 120 words in a 60-second commercial. Words should be chosen carefully and should make one or two key points;

(f) To assist the viewer in comprehending and remembering the message, you may print the message in words on the screen to reinforce it;

(g) If you want the viewers to write in or telephone for more information, show the address and phone number on the screen for at least five seconds, and repeat it at least twice;

(h) Tell viewers succinctly what registration is, when it should be done and how and where to take action;

(i) The advertisement should have unity and continuity, going logically from the problem and a brief explanation of it to the solution. End with suggested action.

597. Make full use of the latest technological improvements in computer graphics to produce a wide variety of special visual and sound effects.

598. Consider using cartoons to deliver the message. They create high viewer interest, and are generally liked by viewers. Compared to the production costs of live action commercials, they may be less expensive. Or cartoons could be combined with other types of animation.

599. In designing a television commercial, the standard approach is to do a "storyboard"—a graphic rendering of some pictures, graphics or/and cartoons in the sequence in which they will appear and show the flow of the commercial. The storyboard also contains some appropriate copy showing what the commercial is about, and some instructions to the producer. If well done, the storyboard will give a good idea of what the advertisement will look like when completed. At this point, it would be wise to do some pre-screening before production to determine if the commercial has impact and will be effective. If possible, this material should be tested on an audience or focus groups drawn from the target audience to whom the message is to be directed.

600. If necessary, it will be possible to make changes before the expensive production stage.

601. In actual production, as an alternative to live action, which involves using real-life situations with actual people, thus generating a sense of realism and immediacy, it is usually less expensive to have someone off camera read the narrative (voice-over). However, live action may be more effective.

602. Make all necessary corrections before the first step of electronic production.

603. After the storyboard has been pre-tested and approved by the client, an estimate of production costs should be obtained. Production costs depend on a number of factors, including studio rental charges; travel to locations for filming; use of talent, such as announcers, actors or celebrities, a director, music or special effects; and the time required to film the commercial.

604. After the cost has been approved, production takes place. The actual shooting should be done as quickly and economically as possible, but quality should always be maintained. Broadcast time for television is expensive—make sure the commercial that you are showing is worth the cost of the airtime. If it is cheaper to shoot scenes out of sequence then that should be done.

605. Keep in mind the target audience to whom the message is being directed. If the aim is to prompt a certain cultural/ethnic group to take positive action about registration, then make sure that representatives of that group are included, if they are not the featured players, in the advertisement.

606. After production is completed, the commercial is put together by the director, film editor, sound mixer etc., and a "rough cut" is made from the original film. Sound and film are synchronized, and graphic effects added. Then comes what is termed an "answerprint", in which the film, sound, special effects and opticals are brought together and printed. The result is presented to the client, and after approval duplicate prints are made from the answerprint and distributed to television stations and networks in accordance with the previously decided media buy.

F. OTHER COMMUNICATION TOOLS AND PRODUCTION OF REQUIRED MATERIALS

607. Supplementing the print media, radio and television, the following means may be used: signs/billboards, brochures and pamphlets, poster-size calendars, information kiosks, contents for educational institutions.

1. Signs/billboards

608. Signs and billboards provide a highly visible, effective form of advertising. The largest type of outdoor sign—a billboard—is usually made up of several sheets of weather-resistant paper pasted together; the more expensive hand-painted ones are made of metal or plywood. They should be located on major transportation routes and/or near busy major shopping or business areas, and may also be posted in or near civil registration centres, churches, public schools, family planning centres, immunization centres or funeral homes. Signs and billboards should be made available for long periods of time. They should be used extensively on a permanent basis around registration centres to advertise their locations and hours of business. The cost may be high in large cities, and space is generally sold in four-week periods. However, the client can be geographically selective, so in some areas of a difficult target group they may be cost-effective.

609. Smaller posters should be used in transit shelters, shopping malls, local markets and schools. In rural areas, they can be nailed to a tree, or put in windows of gasoline stations or neighbourhood stores. These posters, signs and billboards should deliver a simple, strong message in words and pictures, using large lettering and strong colours.

610. Transit advertising is effective in urban areas. Signs can be put on the sides or back of buses, which gives continuous coverage. Because it is seen repeatedly, it reinforces the message, and the sheer weight of repetition is more likely to produce results.

611. Interior transit advertising, usually on cards above the windows, can be particularly effective because you have a captive audience. Most mass transit users take many trips per month lasting several minutes. Few have brought reading material; most are bored and willing to read an advertisement with a detailed message. If your target groups include urban dwellers in poor neighbourhoods whose only mode of transport is by bus, train or subway, then transit advertising should be extremely effective and cost-efficient.

612. Banners may also be effective. The permission of local authorities should be obtained to place them in highly visible locations, such as busy major streets and avenues, entrances to towns and villages, etc. It is worthwhile to use high-quality fabrics and indelible ink to produce banners that will last a year or more, and replace them whenever necessary.

613. Repetition is the key. The more often a message is repeated, the more likely it is to be retained and acted upon. Outdoor advertising and transit advertising have a high frequency and reach, and are seen by a lot of people in a short time, so make use of their great potential.

2. Brochures/pamphlets

614. Review the 16 basic considerations on developing materials for an advertising campaign as outlined in paragraph 578 above, as well as chapter III.E.2 above, on newspaper advertising. The same general rules apply to the production of brochures and pamphlets.

615. Also, in the overview to chapter III, there is an example of how a strong message is conveyed in a pamphlet used by the Department of Health, Division of Vital Statistics, Province of British Columbia, Canada, to improve registration among the aboriginal Indian population of that province (see paragraph 464 above).

616. In addition, annex I below contains draft texts for brochures/pamphlets on the registration of births, deaths, marriages and divorces. Those texts can be easily adapted to the CR/VS systems used in the country concerned.

617. In general, remember to keep the language used in the brochure/pamphlet simple and very easy to understand. Break up the text with sub-heads as much as possible to make it easier to read.

618. Use graphics that are simple and understandable, and do not compete with the text. Make sure that photographs will reproduce well. Do not use any drawings that look amateur.

619. Make sure the brochure or pamphlet is visually attractive and catches attention immediately. A typical format for a pamphlet is to use the standard letterhead size of paper (8" x 11") and fold it three times, giving a final size of about 3 1/2" x 8", which is a convenient size for putting into a pocket or a purse. Design the brochure/pamphlet to have printing/illustrations on both sides of the paper, which will reduce paper costs and make the material more attractive.

620. Make sure that the copy text and graphics relate to the target audience. Pre-test with a focus group, if possible. There may be existing graphic material that could be used as is or adapted to cut costs. Ask the artist or the printer, but make sure that you have permission to use the materials.

621. When the design of the pamphlet or brochure has been completed and approved and the number to be printed has been determined, then obtain cost estimates from printers.

622. Five factors affect the cost of printed materials:

(a) *Quantity*: making the printing plates is the most costly segment of the printing process. Once they are made, the more copies are made the lower the unit cost. For example, if it costs $50.00 for 1,000 copies, the unit cost is five cents, but if the cost is $100 for 4,000 copies, the unit cost is 2.5 cents each;

(b) *Printer*: there is great variation in costs. Get estimates from several printers, and check samples of their work and references;

(c) *Artwork*: this increases cost. Get an estimate from the printer;

(d) *Ink colour*: the least expensive method is to use one colour only, because the price goes up with each additional colour;

(e) *Paper*: paper stocks come in various weights, finishes and colours, at a variety of prices.

623. The distribution channels for pamphlets and brochures are very important. Make sure that those concerning registration of births are passed out at all prenatal clinics and physicians'/obstetricians' offices, and by midwives and traditional birth attendants, as well as at the hospital or clinic where women give birth. They should be available at postnatal maternal and child health-care clinics, particularly where the baby is vaccinated or immunized against various diseases.

624. Regarding educational institutions, in addition to materials for teachers for lessons there should be a simple pamphlet with plenty of graphics for children to take home to parents.

625. Pamphlets on marriage should be distributed through issuers of marriage licenses, and by religious, tribal, civil or other persons who solemnize marriages.

626. Wall calendars can be printed combining graphics and words related to births, deaths and marriages to promote timely registration, as is being done in Yemen and Botswana.

3. Information kiosks

627. Information kiosks should be used, wherever possible, to convey information about registration, ranging from sophisticated electronic information kiosks in major government offices and large shopping centres in urban centres to simpler ones staffed with informed personnel during peak traffic periods in smaller centres.

628. Rural village markets can provide excellent contact locations for setting up a simple kiosk or booth with an eye-catching display of posters/brochures with identifying logos, staffed by enthusiastic, able communicators who can forcefully disseminate the message about the benefits of and need for registration in an effective manner. If the campaign has a theme song, it should be played to attract attention.

629. If possible, you might be able to arrange for a local registrar to be at the kiosk at certain times to do registrations there.

4. Contents for educational institutions

630. Early in the campaign, meetings should be arranged with high-level officials of the Department of Education (or equivalent) to arrange for inclusion of instruction on civil and vital event registration in the country's primary and secondary schools and institutions of higher education, particularly those concerned with the education of student teachers.

631. The purpose of those meetings would be to obtain approval for inclusion of such lessons in the regular curriculum, and to develop actual lessons suitable for teaching students at the various levels.

632. For preparation of the actual lessons, the Department of Education (or equivalent) should be able to designate persons within its curriculum development offices to draft texts for the lessons suitable for various age levels, which would be tested in pilot schools/institutions before final approval, publication and distribution.

633. The ED/COM Office should prepare material that might be appropriate for inclusion in the lessons. They should also provide resource persons to speak to classes of student teachers or at teachers' organizations. Orientation to the CR/VS systems may be included in the teachers' training curriculum. Teachers can then promote the importance of the registration of vital events. This can be especially valuable in rural areas where teachers occupy a high level of respect.

634. The lessons might include segments on the history and development of CR/VS systems in the country; the reasons why registration is important to the individual, the community and the country; the many benefits of registration; and when, how and where registration may take place. The lessons should emphasize that the children should tell their parents about registration. Educational institutions should be encouraged to include the topic of registration at home and school/parent-teacher meetings.

G. USE OF GENERAL NEWS RELATIONS PROGRAMMES, INCLUDING PUBLIC AFFAIRS PROGRAMMES, COMMUNITY EVENTS NOTICES ETC., IN THE COMMERCIAL MEDIA AND NON-PROFIT MEDIA

635. Most commercial media, whether print, radio or television, provide space/time for community events/public service messages.

636. In addition, print and broadcast media use news stories, editorials, opinion pieces and letters to the editor that can be utilized with great benefit in an ED/COM programme to promote a social cause—in this case registration of births, marriages, divorces and deaths. The key is building good relations with the media at the national, regional and local levels. Although you cannot control what the media says, if you can provide interesting material about the campaign to promote registration and how it will benefit the community, the media will probably use it.

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

638. Effective news media relations require the development of good working relationships with print, radio and television journalists by building a news relations programme, staffed by professionals, with the strong support of senior management, that becomes an integral part of the ED/COM programme.

639. Providing accurate, newsworthy information builds credibility and trust, which leads to better media coverage.[29] What people read, see or hear in news coverage leads to giving credibility to the topic—in this case, registration—which can lead to discussion, and thus informs and educates people.

640. It is recommended that strategy be developed that seeks opportunities to match the goals and objectives of the organization to the interests of jour-

[29]See Population Reports (Baltimore, Johns Hopkins School of Public Health), Series J., No. 42.

nalists, which would involve assessing their needs and presenting accurate, newsworthy information in ways that journalists can use, such as:[30]

(a) Providing accurate, timely, and interesting information;

(b) Collecting and analysing information about the news media's interests and needs;

(c) Producing news releases, feature stories, opinion pieces, newsletters and other readily usable material;

(d) Preparing press kits, fact sheets, experts lists and other aids for journalists;

(e) Presenting story ideas to journalists, and responding to their requests for information and assistance;

(f) Arranging and assisting with news conferences, site visits and other events that interest the news media;

(g) Helping journalists make contact with programme staff, including arranging interviews;

(h) Dealing with opposition and public controversies when they arise, and countering false rumours.

641. In developing an effective ED/COM programme with the media, it should be emphasized that those elements of an overall CR/VS systems improvement programme should be the responsibility of not only public information specialists but also other key staff and top management.

642. Support from senior management is crucial to the success of any media relations programme because they set a tone that determines how journalists perceive the organization, how accessible and cooperative it is.[31] The Johns Hopkins Center for Communications Programs notes that the chances of success are greatest if the chief news media relations officer reports directly to the head of the organization. Although that may not be practical in the recommended organization of the ED/COM Office as outlined in the present *Handbook*, steps should be taken to ensure that the media relations officer has the required quick access to senior management and experts in all aspects of civil registration in order to enable him/her to do the job of liaison with journalists effectively.

643. A good public information professional should have a high level of communication skills and good judgement, be personable, and possess the ability to work quickly and keep calm in a crisis. The key to effective media relations is personal contact with journalists.

644. The public information personnel of the ED/COM Office should help journalists by presenting ideas for newsworthy stories, and by preparing interesting stories, press releases, general information releases, fact sheets, press kits etc. with factual, easy-

to-understand and timely information that journalists can use.

645. In developing a media relations strategy to match the goals and activities of the organization (Government/department) with the interests of journalists, the Johns Hopkins Center for Communication Programs applies the approach described below for systematic planning and carrying out communications activities worldwide.[32]

646. The following is a brief description of "The P Process", which can be adapted to working with the news media:[33]

1. *Analysis*: this involves an assessment of the state of the country's news media and information in individual media outlets in terms of frequency, reach, perceived accuracy and quality of reporting.

2. *Strategic design*: determine message themes to achieve the objectives to ensure that the right materials go to the right people at the right place at the right time.

3. *Development, pretesting and production*: wherever possible, people with journalistic experience should review materials.

4. *Management, implementation and monitoring*: monitoring the outcome of news media relations helps to compare accomplishments with objectives and, when necessary, revise strategy (monitoring and evaluation is discussed in detail in chapter V below).

5. *Impact evaluation*: review the impact of the news relations programme.

647. There are "Five Fs" in developing good interpersonal relationships between public information personnel and journalists, according to the Johns Hopkins Center,[26] which defined them as follows:

(a) *Fast*: respect journalists' deadlines. If a journalist telephones for information, return the call immediately, even if it is past normal office hours. A phone message returned the next day is too late. By then, the story already may have been aired or printed;

(b) *Factual*: be factual, and make the facts interesting. Stories are based on facts. Journalists also appreciate a dramatic statement, creative slogan or personal anecdote to help illustrate your point. Give the source of any facts and statistics provided;

(c) *Frank*: be candid. Never mislead journalists. Be as open as possible, and respond frankly to their questions. As long as there is an explanation of the reason, most journalists will understand and

[30]Ibid.
[31]Ibid.
[32]Ibid.
[33]Ibid.

respect a source even if he or she is not able to answer a question completely or at all;

(d) *Fair:* organizations must be fair to journalists if they expect journalists to be fair to them. Favouring one news outlet consistently, for example, will undermine the confidence of the others;

(e) *Friendly:* like everyone else, journalists appreciate courtesy. Remember their names; read what they write; listen to what they say; know their interests; thank them when they cover your particular interests.

648. One good example of the value of a good media relations programme may be found in Peru, where the Social Communications Department of the *Instituto peruano de paternidad responsable* (INPPARES) developed an overall communication strategy that has produced nationwide media coverage, including a large number of programmes and interviews on radio and television with experts in science and health issues, and has generated a large number of articles in daily newspapers and popular magazines.

649. That outstanding communication programme was recognized in 1995 when INPPARES was the recipient of the international *Rosa Cisneros* Award for its enormous and effective efforts.[34] INPPARES organizes annual meetings of media representatives to present them with information that they can use to inform the public. In addition, there is a special ceremony to present awards acknowledging the work of journalists who have done an outstanding job writing about family planning.

650. One newspaper, *Ojo*, frequently includes an eight-page easy-to-read supplement with attractive illustrations that is of great interest to readers.

651. To diffuse information, INPPARES developed a series of interviews and health programmes that are distributed through radio stations such as *Radio Conos, Radio El Sol* and *Radio Victoria*, which have large audiences in the most populated areas, thus in effect disseminating free advertisements promoting the services of INPPARES.[35]

652. This comprehensive communication strategy could very well be adapted to inform and educate people about the requirements and benefits of registration of vital and civil events.

1. *Media relations programme*

Step 1

653. The first step is to build an accurate media list, covering national media outlets, and then those in geographic areas, regionally and locally. Obtain the correct mailing and e-mail address, telephone and fax numbers, and the direct telephone number of the person to whom you should send press releases or public service and community events announcements, and whom you should contact about possible news stories, editorials, opinion/advice columns, letters to the editor etc.

654. The media list should include:

Print

Daily newspapers

Weekly newspapers

Youth/adult newspapers

Community newspapers

Ethnic newspapers and magazines

Organization publications (e.g., religious, business, political, agricultural, school and sport)

Broadcast

Television stations

Cable companies and networks

Radio stations

655. Create a profile on each of the news outlets on the list, and determine who can help you and how can they can help.

Step 2

656. This involves the preparation of material for the media that will communicate your message to the people you wish to reach; materials would be tailored appropriately to target groups that have previously been identified and to the general public. Assemble research material and do background information/fact sheets and other material for a general press kit. Gather the facts and back-up information to substantiate your source.

657. It is advised that, wherever possible, personal stories be used, because people identify better with stories than with "bare dry facts".[36] In this case, there may be interesting stories of actual benefits to parents who registered the birth of a child, or a bride and groom whose marriage was registered may receive government benefits. In Kuwait and Saudi Arabia, for example, newly-wed citizens receive a government grant.

658. In the information/press release and other media material, include quotes from well-known individuals (public opinion/community leaders) and

[34]See *Planned Parenthood Challenges* (London, International Planned Parenthood Federation), No. 1 (1996).
[35]Ibid.
[36]See International Planned Parenthood Federation, *Advocacy Guide* (London, 1995).

experts associated with various aspects of civil registration (with the permission of those people to use the quotes publicly) to lend credibility and catch people's attention.

Step 3

659. When the initial media material is assembled, contact a representative sample of journalists, and then ask the media for their advice. Will they be interested in what you have in mind? What sort of news articles/angles would they use? What can you do to help them—what sort of material do they want? Make some friends in the media and ask for their opinions.

Step 4

660. Finalize and produce the media material. If possible, include good-quality "sound bites" for radio, and audio-visual material for television, as well as general graphics and/or photographs.

The media profile should include:

Print profile

To whom should news stories be sent?

Is there a feature story writer interested in this type of campaign issue?

Who writes the editorials? Will they endorse the campaign?

Are guest editorials or opinions accepted? Who is the contact?

Are there any columnists who should be contacted?

Who is responsible for "Letters to the Editor"?

Is space set aside for community service announcements? Who is the contact?

Is there a community calendar? Who is the contact?

What are the deadlines of these media vehicles? Daily? Weekly?

Broadcast profile

Whom should you send news stories to?

Do they broadcast guest editorials or viewpoints? Who should be contacted?

Are there any talk shows or phone-in shows? Who is the contact?

Are there any people who have their own shows who would take up the cause? Who are they?

Does the station broadcast upcoming community events? Who is in charge?

What is the station's policy towards public service announcements? How can you get yours broadcast?

What are their deadlines?

Step 5

661. Concurrently with step 4, determine who will be the best spokespersons within the registration systems and public opinion leaders to deal with the media, and brief those persons on how best to respond during interviews with print, radio and television journalists.

Step 6

662. Deliver material to media outlets prior to the launch of the official ED/COM campaign. If possible, do this in person, and contact the person(s) in each media outlet who will be handling your material.

Step 7

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

Step 8

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

665. In general, when preparing material for the media, if there are weekly publications take care to tailor messages to be carried in them. Weeklies often use a great deal of that type of information, especially if it can be targeted around a community event, such as. a meeting of registration officials with a home-and-school association to explain how, where, when and why births should be registered.

666. Most local media have some sort of "Coming events" column or programme in which announcements of meetings may be made. Others—particularly radio and television—carry public service announcements that could convey the civil registration message. Make full use of all public affairs programmes, particularly where the host is a well-known leader of public opinion, and make available effective spokespersons who can convey in an interesting manner the message about the need for and benefits of accurate registration.

667. Prepare information kits, especially for the print media, containing material that can be used as an article, with highlights of the registration improvement programme, photographs and graphics to illustrate the

article(s), as well as brief messages that may be used by the broadcast media.

2. *Media release*

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

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

(a) Media releases should be double-spaced, with a left margin of at least 1 1/2 inches and generous margins on the right, top and bottom of the page;

(b) Include the date of the release on the top right of the page, above the headline. If the timing is important, write "Not for release before (date)". Otherwise, you can either write "For immediate release" or put nothing above the date of the release. Make sure that the name and address of the ED/COM office issuing the release is also on the first page;

(c) Give the name of at least one—preferably two—contact people from the campaign at the bottom of the release, with full address and daytime phone numbers;

(d) Be brief. Limit the release to one page, two at most. Type on one side of the paper only;

(e) Use a headline that states factually what the story is about. Editors normally write their own headlines anyway, to fit the space;

(f) Do not include sub-heads or other editorial touches, such as bold typefaces and underlines;

(g) Write "more" at the end of the page if there is another page. Never split a paragraph between pages;

(h) At the end of the story write "end";

(i) Media people are busy, so catch their attention and give them the facts quickly;

(j) All the important information should be in the first paragraph, which should be no more than three to five lines long;

(k) The first paragraph should also contain the answers to the classic journalistic questions: who? what? where? when? why? and how?

(l) Editors usually cut a story from the bottom, so give the other details in descending order of importance;

(m) This is not the place to dazzle the reader with "purple" prose. The writing should be simple and unadorned. The facts should be stated plainly.

(n) Keep sentences short;

(o) Don't generalize and don't exaggerate;

(p) Keep adjectives to a minimum, using facts and numbers instead. Rather than saying, "civil regis-

tration has long been required" say "civil registration, which has been mandatory by law since 1945, now covers 80 per cent of the population";

(q) Be accurate. The media prides itself on its accuracy, and the editor may not have time to check your story's facts. Make sure you do. Misspelled names, wrong dates, spelling mistakes or other errors may mean they will never use your material again. Have someone other than the writer proofread the material;

(r) If possible, write to the editor or journalist by name. You should be familiar with the media you want to reach by reading their papers or watching their programmes. However, if you don't know the names, call the paper and ask;

(s) Send your release to the section of the newspaper or media outlet best suited to the story. For example, a healthy babies programme would be of interest to the women's or the lifestyle editor. If in doubt, send it to the editor, who will pass it to the right section;

(t) Releases should reach the media at least one full day before the deadline;

(u) Do not neglect the possibility of a favourable, informed editorial or opinion piece, especially in the print media. In addition, advice columns are widely read and may be utilized. Letters to the editor would be an effective way to inform and educate people about registration;

(v) For a broadcast news release, you might provide a quality slide, graphics or a quality sound bite for radio or an audio-visual clip for television;

(w) Include a photo with your media release if possible: it may help make your project more visible. But photos are expensive, so don't send one unless there's a good chance it will be used. Check with the newspaper first, and don't expect to get the photo back;

(x) Send black and white photos with a glossy finish, preferably sized 5" x 7";

(y) Be sure the photo is sharply in focus and has good contrast;

(z) Include people in the photo, close-up enough so you can see their faces. Have them doing something other than posing for the camera. For example, for a "healthy mothers/healthy babies" project, you could photograph a pregnant woman in the fresh produce department of your local supermarket;

(aa) Always identify the photo, either on the back or on a caption sheet taped to the back of the photo. List the names of the people in the photo, the event, the date and a telephone number for further information. Be sure you have the permission of the people in the photo to use it for publicity;

(bb) Don't bend the photo or fasten it to the release with a paper clip.

3. *Campaign spokespersons*

670. It is very important to select spokespersons who are articulate, good communicators who are knowledgeable about civil registration, especially for radio and television. Those who come across well to the public should be chosen as spokespersons.

671. Experience has shown that some people, no matter how knowledgeable, always appear inhibited or unnatural, while others will appear overconfident and strident.[37]

672. It is recommended that before the ED/COM public information unit agrees to an interview, it knows:
(a) What the programme is;
(b) What information they have, the reasons they want the interview, and whether or not they have your press release or other relevant materials;
(c) What you are likely to be asked and how long you will be given to talk;
(d) Whether it is a live or prerecorded show. If prerecorded, are they going to come to your office?
(e) Who is going to do the interview.

673. To prepare for an agreed-upon interview:
(a) If possible, listen to or watch the programme you are going to appear on so that you are aware of the presenter's style, how long you will have to speak and the kinds of questions that are asked. Also, find out who the programme's audience is so that you can tailor your answers to appeal to them;
(b) Check with the producer or reporter to find out what information they have about you or your campaign. You might suggest that they look over your materials (which you can offer to send) to help in designing questions for the interview. Also, find out why they are doing the interview. Is it because of your own group's efforts or is it to comment on an event that relates to your campaign?
(c) Try to talk to the producer or interviewer before the interview. Find out what you will be asked and practise the replies. Keep in mind, however, that interviewers will seldom give you the exact questions, since spontaneity is important during the actual interview;
(d) If doing a radio interview, keep a list of vital points you want to make, or facts and figures, in front of you. Don't read from the text, however;
(e) Record your media appearances and listen to the results so that you can improve your interview techniques for the next time.

674. Any spokesperson should be thoroughly briefed on all of the above information/possibilities and advised on the points listed below.

675. During an interview,[38] the following are recommended:
(a) Don't try to get too many facts and figures into an interview. Listeners can't take them all in and tend to recall only one thing that you said; the overall impression counts for more. Decide which two or three points are the key ones and concentrate on those;
(b) Emphasize the points you want to make. Respond to questions you don't like with "That's an interesting issue but the important point is really . . .";
(c) Recognize that reiteration is essential. Repeat your main points as often as possible in as many ways as you can without sounding redundant;
(d) Use everyday words or words that conjure up images;
(e) If you are asked something you don't know, reply with something you do know.

4. *Public service announcements*

676. For a broadcast media public service announcement, a television station may help by writing a script, filming an announcer or spokesperson in the studio or sending a film crew on location, or a radio station may write a script and record it. Or they may not do so. Make enquiries.

677. In any case, a public service announcement must be the right length for broadcast, be of good quality and be of interest to the audience. Each station caters to its own audience, and interests vary from station to station. Visit the station and find out what is acceptable; for example, does the radio station want messages on cassettes to be accompanied by the actual script? Public service announcements are very effective in reaching large audiences at little or no cost, and are a very effective tool in a communication/education programme.

5. *Special events*

678. Do not neglect the news value of special events, such as special meetings to announce the overall project of improvement of the country's vital statistics/ civil registration systems, to be attended by key officials and opinion makers, with the public and press invited to attend. Such events should reinforce and demonstrate what the ED/COM campaign intends to accomplish.

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[37]Ibid.
[38]Ibid.

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679. Of course, the start of the ED/COM campaign would be a very special event. To stage a successful kick-off event for the campaign, make sure that you coordinate all campaign promotional activities, and choose a starting date that does not conflict with any other campaign and is appropriate to the season.

680. There may be special meetings, such as annual, semi-annual or quarterly conferences, workshops, seminars, training/refresher courses held for those involved in the civil registration process at the provincial/state/regional levels or at more local levels. Take advantage of those opportunities to publicize the information/education/communication campaign strategies in order to raise public awareness and motivate action to improve registration. After starting the campaign, there may be other special events, such as meetings with community organizations and groups, general or/and press tours of local registration offices etc.

681. To stage an event, requirements include:

(a) News. Journalists look for a reason to include the story in their paper or news programme. Explain what is new or noteworthy about your project. If possible, have high-profile individuals as spokespersons. If you are organizing other related events, announce them as well. Picture your local reporter on television, microphone in hand, saying "XXX organization today announced . . .". Once you can fill in those blanks, you have your news and can begin setting up your event. Unless you have a good news story, a campaign starting event is a waste of time, effort and money;

(b) Select a convenient location, large enough to hold a number of people, with telephone facilities and areas for cameras and lights to be set up. In an urban area, use a hotel banquet room, a board room in your offices or some other office. Or in a rural area, you could use a government services office or a church hall or a school assembly area;

(c) Or choose a place that will add to the message (e.g., a local registration office, with a mother (and father) bringing in their newborn child to register its birth). Or use a location where you will have contact with your target audience. The cameras and activity may rouse their curiosity and be an important step in raising awareness of your programme;

(d) A spokesperson and a master of ceremonies, both members of your group;

(e) Background kits, one each for each member of the press you expect to attend. Each kit should include:

(i) The facts and figures (made as local as possible) about the campaign;

(ii) Goals and objectives;

(iii) Methods to be used to accomplish goals and objectives;

(iv) The names of any prominent local people working with the campaign;

(v) The name, address and daytime telephone number of the spokesperson to be contacted for further information.

682. Providing this background information to the media will help ensure that they use the correct facts in their stories.

683. At a special event for the media, the master of ceremonies should briefly:

(a) Introduce him or herself and his/her relationship to the campaign;

(b) Thank the media for coming;

(c) Introduce the experts and special guests;

(d) Introduce the spokesperson.

684. The spokesperson should briefly:

(a) Describe the programme, what it hopes to accomplish, timing and other details in the press release;

(b) Ask the media for questions and answer them.

685. Remember that the media's time is limited, so don't waste it. Make the formal part of the event as brief as possible, and keep the question period no longer than half an hour.

686. Because of press deadlines, the best times for special events are usually early morning (9 to 10 a.m.), lunchtime (noon to 1 p.m.) or late afternoon (4 to 6 p.m.).

687. Have people who are experts on the issue at hand. They will be able to answer more in-depth media questions and give the campaign credibility.

688. If you cannot give an answer to a question, do not make one up. Be honest. Say that you don't know but that you will find out. Take down the press name and number of the person who asked the question. Call him/her with the answer as soon as possible.

689. Invite any supporters who would interest the media (e.g., the Mayor, local celebrities, representatives of any group that may be supporting the campaign).

690. Provide some sort of light refreshment for the press, such as coffee or fruit juices.

691. Construct a timetable as follows:

(a) Send out invitations to the media one week before the event;

(b) Telephone people two days before the event. Ask if they received the invitation and if they plan to attend. Be prepared to entice them to attend by repeating the news hook or angle, and by telling them who will be speaking and how important the project is;

(c) On the day of the event, have enough press kits for everyone. Greet the press when they come in, identify yourself and ask if there is anything you can do (e.g., get participants together for a photo, single out the spokesperson for an interview);

(d) If the media gives you coverage, be sure to thank them. Call them or drop a note to let them know you appreciate their support.

6. Community events

692. Special events, information booths and demonstrations can also be tied into the following types of events in order to reach a large number of people in one place:
(a) Fairs;
(b) Local festivities;
(c) Sporting events;
(d) Community hall activities;
(e) Amateur theatre and puppet shows;
(f) Church or tribal events.

693. Don't forget local fairs and markets, especially on Fridays, Saturdays or Sundays when the crowds are at their largest, as well as shopping malls and large stores. It might be worthwhile to invite the general public of a community to tour the local civil registration office. The press might be invited too, or you may wish to have a separate press information tour.

H. TECHNIQUES FOR REACHING SPECIAL TARGET GROUPS AND LESS PRIVILEGED POPULATIONS, RURAL AREAS ETC.

1. Mobile registration units and periodic visits to villages by local registrars

694. One major reason for underregistration is that, in many parts of developing countries people do not have convenient and immediate access to a registration centre.

695. There are some instances in which it may be possible to establish an extension registry office in far-flung and remote areas, in addition to the local registration office in a municipality, for example.

696. A more feasible alternative in many cases would be a mobile registration unit that will visit remote areas on a regular basis (for example, every one or two months) to register births, foetal deaths, other deaths and marriages. This proactive registration system would mean that civil registrars would seek out potential registrants, rather than wait for them to come to the registration office in a community centre.

697. The mobile registration unit may prove to be very helpful in rural settlements with a scattered population, for whom long distances to the registration of-

fices, transportation and communication problems act as deterrents to registration. In such circumstances, neither a subsidiary registration office nor a government official may be justifiable because of the small number of vital events expected to be recorded on a daily basis.

698. If the Government decides to adopt a policy of utilizing mobile registration units, the local registrar of the administrative subdivision to which those rural settlements belong should be provided by the Government with the means to go to those places. Depending on the circumstances of the terrain, the means may be a motorcycle, a vehicle, a horse etc. The Government should also provide the local registrar with a daily subsistence allowance for that purpose. Otherwise, even if the legislation authorizes the local registrars to perform a more dynamic role, they may not be able to comply.

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

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

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

702. In the Islamic Republic of Iran, in rural areas, the primary registration unit is called a Registration District, and at least one Registrar is stationed in the district's central or major district. The geographic boundaries of a Registration District are determined by climate, roads, types of settlement of population and similar criteria, rather than on the official geographic divisions of the country.[39] An exceptional characteristic of the Registration Districts in rural areas is that, in many areas, the population itself is mobile (nomadic). To cope with that unusual situation, special mobile registration units are made available which are tied to the civil registration system. The Registrar for the mo-

[39]Paper entitled "Country report on the current status of vital statistics and civil registration in the Islamic Republic of Iran", prepared for an East and South Asian workshop on strategies for accelerating the improvement of civil registration and vital statistics (Beijing, 29 November–3 December 1993).

bile population, who is now equipped with a car or motorcycle (but formerly horses were used), makes frequent visits to the tribal population of a specific area on a regular schedule. The mobile Registrar is very knowledgeable about the travel itinerary of the nomadic tribes, and schedules his visits accordingly. Mobile registrars are sometimes equipped with a camera for taking photographs for the issuance of identity cards, which is tied to the civil registration system.

703. Another feature of the registration system in rural areas of Iran is the use of a Trustee Agent or a Liaison Officer, who serves as an unpaid volunteer. The Liaison Officer, who serves in the tribal population or among the settled population of the rural areas, is a person who is trusted both by the official Civil Registrar of the area and by the population of the village or tribe.

704. These liaison officers, who now serve in four of Iran's provinces, report all vital events to the civil registrars on their scheduled visits. Their functions include issuing identity cards for the newborn children and cancelling the identity cards of the deceased. In addition to registrars stationed in the rural areas, there are registrars who visit the villages in the registration districts on a regular schedule.

705. To facilitate the death registration in all cities where there is a centralized cemetery, a registration unit is established.

706. With regard to registration of death in general, there is merit in requiring that all local governments create public cemeteries in their municipalities that would require a death registration certificate before a burial permit is issued.

707. In 1996, the Civil Registration and Identification Service of Chile established a state-of-the-art mobile registration unit. The mobile office emerged in response to the need to have some means of providing expeditious service to people who live in remote areas of the country. A vehicle is equipped with a satellite communication system for on-line connection with the central mainframe in Santiago, the capital. It can perform all registration functions assigned to the other 477 local registration offices (see annex K below for additional information on this unit). Argentina also has mobile units in Patagonia, a province that has a scattered aboriginal population.

2. Educating village leaders and traditional birth attendants

708. Persons in these categories would be identified and listed in the directory of target groups outlined in chapter II above. Their training in ED/COM would be done in conjunction with training in the administra-

tive, organizational and legal aspects of the overall CR/VS improvement programme. Organization of these training seminars/workshops would be done by the subcommittee on ED/COM training, which would be established shortly after appointment of the Advisory Committee.

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

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

711. These birth attendants should also be educated in the legal requirements of the registration procedure itself for supplementary information.

712. Great care should be taken and suitable training and educational material should be provided to ensure that the support and cooperation of village/tribal leaders as well as traditional birth attendants is obtained, because that will be vital in ensuring the success of the overall registration improvement programme. Those leaders who attend meetings should be rewarded by some benefit—monetary or otherwise.

713. Below are some highlights on how the ED/COM campaign in Kenya has been conducted under its civil registration and vital statistics demonstration project.

714. Since 1981, Kenya has been involved in a civil registration project in some demonstration areas. In a 1989 report, details about the dissemination/ enlightenment process were outlined.[20]

715. It was determined that a change of attitude followed by a change in behaviour about registration was required, but that that would require a long time and a great deal of effort by those charged with the task of persuasion, as well as efficient organization.

716. The Kenya report noted that in pursuing an enlightenment strategy, conventional means of communication, such as *baraza* (public gatherings) in rural areas or occasional radio broadcasts, were considered insufficient, although they were not entirely discarded. It was recognized that such media as *baraza* and radio broadcasts usually explained the value of civil registration using a few standard reasons and arguments that hardly appeal to the rural folk.

717. Creating awareness of the importance of civil registration and motivating registration in Kenya was undertaken in two stages. The campaign was directed first to the registration officials and staff, and second to the general population. In the first stage, the message was delivered to village leaders, including traditional birth attendants, in organized one-day classes. In the second stage, the village leaders would communicate the message to village people in conventional community gatherings or in person-to-person communication.

718. The qualifications of persons to communicate with village leaders were defined as skill and experience in diffusing new ideas and technological changes; the ability to speak the local language; a high degree of acceptance by the common folk as persons who usually bring beneficial ideas to the community; a reputation for offering but never demanding; and a reputation for charity and for explaining and persuading but never ordering or commanding. Such persons were identified in the departments of health, education, community or social development and adult education. They were not the officials of the Department of the Registrar General, at least not in the first place; not the Chief or Assistant Chief, who are officials of the Provincial Administration; and not just any official or civil servant, but specific ones with suitable attributes and skills.

719. An official of the Kenya Registrar General's Department participated to explain some registration procedures but not as a diffusing agent. In the second stage, village leaders, usually village elders and traditional birth attendants, were given the task of reporting births and deaths for registration.

720. In the training of the local leaders, remember the lesson learned in Indonesia: even illiteracy is not a barrier to effective registration if the purpose has been clearly explained to the people by respected and trusted local leaders. Do not forget local spiritual leaders, who are very influential in their community.

721. In the training sessions for local leaders in Kenya, many of those attending expressed satisfaction with the information given, and said that this was the first time that they had been told the reasons for doing what they had been asked to do. Often, they said, they were asked to do jobs without receiving any explanations. They were also pleased with the reporting of the events because it was a service to the people.

722. To prepare for these training seminars in Kenya with local leaders, draft talks to be given to them were developed by a team that included a public relations officer and a writer on health education.

723. It was decided that talks should be written in the spoken language, such as Kiswahili, as well as English. The talks featured benefits, including:

(a) Civil registration helps to provide knowledge about required medical supplies;

(b) Registration of births and deaths helps immunization programmes;

(c) Childhood diseases can be prevented through registration of births and deaths;

(d) Registration of births promotes child health care;

(e) Registration of births can help school-feeding schemes;

(f) Community development needs registration of births and deaths;

(g) Registration of births and deaths assists the administration of certain areas to provide clean water and prevent diseases.

724. Once the target groups and their leaders, including village leaders and traditional birth attendants, have been identified and listed in the directory, then work can begin to determine training dates and locations and the organization of actual classes. Considerations should include manageable class sizes of between 25 and 50 persons, distance and the availability of suitable training places, preferably in a centrally located school or municipal or other government building.

725. Preparation of suitable training material for the leaders, as well as production of material, such as pamphlets or brochures that they can distribute to people in their localities, should be undertaken early so that it is available for the training workshops.

726. Good audio-visual material—a videotape or even a simple slide show—should be provided. If illiteracy is a problem, the use of illustrations—photographs, drawings etc.—should be fully utilized.

3. *Pre-testing by focus groups*

727. In order to evaluate the probable effectiveness of the mass media and general ED/COM programme, advertisements and materials should all be

thoroughly pre-tested before they receive final approval for production. That is especially true for the messages and materials to be directed to specific target groups who previously had not been accustomed to registering their vital and civil events.

728. Pre-testing would determine the appropriateness of the message, language, background, situations and concepts being presented. Pre-testing helps to determine if the messages are meaningful to the targeted audiences, and are likely to motivate them to take positive action to register births, foetal and other deaths, marriages and divorces. Pre-testing is usually done by showing the material to "focus groups", generally made up of from eight to 10 people representative of the target group, with a moderator leading them in discussion and recording their comments and reactions. As a general rule, a minimum of two focus groups are utilized to ensure that reactions are representative.

729. In countries with a population of diverse ethnic, linguistic and cultural backgrounds, focus groups can be used to give these subgroups the opportunity to discuss their attitudes towards registration. The focus groups encourage the participants to express their concerns and their reactions to the messages being presented in the proposed materials.

730. In developing a focus-group session, make sure that there is an atmosphere of openness, and that the participants feel comfortable in being very forthright, uninhibited and candid in their remarks. The moderator will ensure that discussions are focused, and questions will not reveal any bias on his/her part.

731. The sessions will be attended by representatives of any diverse groups within the community. The information and insights gained by pre-testing should be reflected in all material, and if changes are made, should be again referred to focus groups before final approval is obtained and actual production begins.

4. Other programmes

732. In order to maximize the effectiveness and efficiency of the CR/VS systems and the ED/COM programme, it is important that they be coordinated with other programmes being undertaken within the country. That includes programmes sponsored by the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), the World Health Organization (WHO), non-governmental organizations etc., that are concerned with family planning, mother and child health care,

immunization and nutrition. In addition, obtain the cooperation of regional organizations dealing with social and economic development, human rights and sustainable development and so forth.

733. These organizations/agencies will already have infrastructures in the country, and their cooperation in the dissemination of information about the timely registration of vital events should be very valuable. They may even contribute by printing communication and education material, such as pamphlets, brochures and signs.

734. The role of non-governmental organizations may be summarized as follows:[40]

(a) A variety of non-governmental organizations operating at the national level may be important to population education, including family planning associations, women's organizations, sex education associations, environmental support groups, organizations serving youth, civic clubs and associations of religious leaders;

(b) Some of those organizations can be valuable sources of information in the design of curricula and materials for teaching about their areas of expertise. To avoid overloading curricula, population educators must apply priorities and select only the key concepts from each area represented;

(c) Organizations serving youth may benefit from receiving materials developed for schools, and may be able to complement this material with supportive messages in their own materials. That will in turn reinforce the school programme;

(d) Civic clubs, parent-teacher associations and groups of religious leaders should be made aware of the rationale for proposing specific population education contents, and should be kept informed of project developments. That may make it possible to call on those groups for community support of a project facing opposition.

735. UNFPA has found that skilled teachers/educators are vital to a successful family-life education programme. They could also be a major influence in teaching about the necessity and reasons for registration of civil/vital events, as well as the many benefits to individuals, families, the community and the country. A key strategy of the ED/COM campaign should be the full utilization of and participation by all such organizations and interested/involved professionals, such as doctors, nurses and teachers.

[40]Taken from O. J. Sikes, *Reconceptualization of Population Education*, Technical Paper (UNFPA, 1993).

IV. RESOURCE MOBILIZATION

A. DEVELOP TIME-FRAME AND RESOURCES

736. One of the first tasks of the Advisory Committee would be to establish close coordination and cooperation with the National Committee (task force) that oversees the overall CR/VS improvement programme. The overall national plan of action would include a continuous long-term ED/COM work plan.

737. An ED/COM programme cannot be carried out independently unless other priorities and matters related to the legal framework and administrative elements, including the management, operation and maintenance of the CR/VS systems, are established and carried out. Cooperation and coordination are essential.

738. The programme would therefore be set up in conjunction with the body responsible for improvements in the management, operation and maintenance of CR/VS systems, legislative changes and other registration improvements.

739. In order to develop the time-frame and resources for planning and development actions required to accomplish the ED/COM programme the following actions are suggested (a similar procedure should be followed in activities required for monitoring, evaluation and revision):

(a) Make a list of the major ED/COM action tasks, by category, for which plans have to be made;

(b) Determine a tentative, realistic time-frame in which those ED/COM planning and development tasks/events will take place (see list of separate tasks/actions, in order of occurrence, in sect. 1, below);

(c) Decide on the human resources that will be required to accomplish those tasks (this step should be taken virtually simultaneously with the step contained in para. 739(b) above);

(d) Make an inventory of the people available and the tasks to which they can be assigned. Determine how many more will be required, and what knowledge/training/experience they will require to do the assigned jobs;

(e) Acquire the additional human resources required. The most economical method would be to second persons in government services for the required time-period;

(f) Train all persons who will be involved in carrying out the ED/COM programme.

740. ED/COM training should be carried out in conjunction with the improvements to the administrative/organizational/legal/technical aspects of the overall CR/VS systems improvement project.

741. Training of local civil registrars and vital statistics personnel, doctors, nurses, midwives, funeral directors, persons who perform marriages and grant divorces etc. in administrative, legal and technical matters will be under the jurisdiction of the management of the CR/VS systems. Management will be responsible for the preparation and production of training handbooks and other instructional materials on how to fill out registration forms, reporting procedures etc., and for financing all those aspects of training.

742. The ED/COM Office should be responsible for producing some subject-specific training for special groups, including difficult-to-reach target groups, such as illiterate people who live in remote areas, village elders, tribal leaders, spiritual and religious leaders, traditional birth attendants and leaders of cultural/ethnic minority groups within the country. Enlisting the support of those audiences will help the gradual community mobilization to build up awareness of and support for civil registration.

743. Wherever possible, selected personnel of the CR/VS systems with special skill in communication will be trained in the ED/COM programme and will become resource persons during the implementation of the ED/COM campaign. The need for coordination and cooperation between the two types of training is strongly encouraged. Training of local civil registrars will be particularly useful because of the important role they could play at the community level in motivating people to officially register civil events in a timely manner.

744. It is recommended that training seminars for registration officials and vital statistics personnel be held at local sites, and that national meetings be held annually or semiannually. In some circumstances, there may be merit in bringing local registration staff to a central urban area. Other training methods include travelling road shows. Materials required could include training films and videotapes, and/or slide shows.

745. Other activities covered in the present *Handbook* include tools and techniques for reaching special target groups and less privileged populations, including

mobile registration units, educating village elders, tribal chiefs, spiritual leaders, and traditional birth attendants and periodic visits to villages by local registrars. In some circumstances, having a local civil registrar "set up shop" in the local market on the busiest day of the week may be effective.

746. Special appropriate training materials utilizing graphics should be prepared for educating village elders, tribal leaders and traditional birth attendants if the level of literacy among those groups is low. Preparation of such material should be done under the direction of the ED/COM Office.

747. Action required long before a work plan can be prepared to improve CR/VS systems consists of three major components:

(a) The legal framework, including legislation and regulations;

(b) The administrative and organizational procedures, including management, operation and maintenance, which could also include computerization of registration systems;

(c) The information, education and communication programme for effective registration.

The work on planning the ED/COM programme and strategies should commence after activities on items (a) and (b) above have been launched since some aspects of information, education and communication will be dependent in part on those other components, which may require up to two (or more) years of preparation.

748. If there is no national standardized civil registration system operating in the country, the National Statistics Office—or its equivalent—may initiate an overall CR/VS improvement programme task force that includes an ED/COM programme.

749. A unified plan for strengthening CR/VS systems that deals with every aspect of the systems may separate what is possible now and what may be deferred for future action so that action can be concentrated on problems and solutions with the greatest potential for success as deemed necessary and as financial resources permit. Efforts should be made to implement an overall and comprehensive CR/VS systems improvement programme, including the ED/COM programme, within a specified time-frame with the resources available.

750. A team of experts may be organized by the ED/COM Office to undertake the task of launching the campaign (a) at the national level (or state/province in decentralized systems), (b) regional level, (c) local level. This approach may be replicated as many times as deemed necessary. A time-frame should be adopted. Similarly, all other components of the ED/COM campaign should be scheduled and budgeted.

751. As suggested earlier, international, regional, bilateral and non-governmental organizations agencies

may be approached to request their financial cooperation with the ED/COM programme to supplement government efforts. Remember that long-term commitment toward an ED/COM programme can only be ensured by the Government since external support may prove to be only temporary.

752. In addition to ED/COM experts in the Office of the Registrar General (or equivalent), the team should include persons with expertise in planning for long-term programmes and the preparation of financial/budgetary plans.

753. The time-frame suggested below may be adjusted for unforeseen circumstances that may delay the implementation of activities. The ED/COM programme should include the following components:

(a) Before an ED/COM Office is in active operation, there will have to be time spent on preparation of a budget for the initial, pre-detailed planning, pre-campaign stage of the ED/COM Office, as well as for obtaining departmental approval and commitment of the financial resources required for the period up to obtaining government approval of the overall programme (National Committee or task force) (estimated time: three months);

(b) Establishment, staffing and organization of the ED/COM Office (estimated time: three months);

(c) The Office's first tasks should be to identify problem areas, develop objectives and goals, and formulate an ED/COM plan and presentation of it to the Government. An Officials' Working Committee will be involved during that phase. The presentation to the Government should include a national plan and the overall improvement programme by the National Committee or Task Force proposed budget, all of which will require considerable time and work. The time-frame depends a great deal on the work already done by the Registrar General's Office (or equivalent) in documenting the present systems and their deficiencies, problem areas etc. If an in-depth study has already been conducted to ascertain the current status of the country's CR/VS systems and the problems have been pinpointed, then a shorter time will be required. Another factor is whether or not the country has already completed a feasibility study of the type outlined by the International Programme for Accelerating the Improvement of Vital Statistics and Civil Registration Systems to assist countries in designing and carrying out self-sustaining reforms. Preparation of the proposed plan to the Government should be able to be done within eight months after the ED/COM Office is set up. But it could take as long as one year—or more—depending on what help is avail-

able from other departments and agencies. Also, the use of outside consultants could shorten this phase (estimated time: at least eight months);

(d) The overall time-frame will depend in some measure on the available resources. For example, if it is possible to engage outside consultants to advise on the overall ED/COM campaign—particularly on the actual media campaign and perhaps to assist with design and production of some printed material—then that segment of the planning phase may be somewhat shortened: but considerable time and financial and human resources would be required for the stage. At least 15 months and probably longer should be allocated, and if all of the work has to be done "in service" by government staff, then the time may be longer. From the time the Advisory Committee is established until the campaign is launched will take at least 24 or 25 months. It should be noted that material to be used in the campaign such as billboards, posters, banners, brochures and pamphlets should be designed, produced and made available for several years, at least until the rate of registration becomes satisfactory. One may consider other sources of funding to ensure an effective campaign—nongovernment sources even for certain components in the campaign—and for sustainability later on and cost of reproduction, transmission and dissemination (from the time the ED/COM Office is established until the campaign is launched, estimated time: at least twenty-five months);

(e) Determination of the human and financial resources required for launching of the campaign, its operation for a specific period (e.g., one year), and ongoing monitoring and evaluation will have to be made. If adjustments to the campaign are deemed necessary, additional resources would be required in order to achieve the desired objectives and goals (estimated time: at least six months);

(f) Training will be required for registration officials, staff and vital statistics personnel at all levels, as well as such key stakeholders as doctors, nurses, midwives, clerics, all persons who perform marriages, funeral directors and morticians, village leaders, community officials and leaders of other target groups. It should involve administrative/legal/technical improvements to the overall registration systems and subject-specific instructional handbooks prepared by management. The training will be under the jurisdiction of management, which will provide the financial resources required for this element of the programme. Such training by management will be closely coordinated with the ED/COM programme.

754. The ED/COM Office should train the key officials and community leaders. The Office should organize and carry out training of village elders, tribal leaders, spiritual and religious leaders, traditional birth attendants etc. and some difficult-to-reach target groups, such as people in a rural area with low or no education. There should be subject-specific handbooks for various target groups, with training basically oriented to how to use those handbooks.

755. In order to accurately plan for the ED/COM campaign and for both ED/COM training and the administrative/legal/technical training under the jurisdiction of management, the size of the country—both geographically and by population—should be taken into consideration, as well as the administrative system of the country. For example, in Argentina (population: 34 million in 1993), where the 24 independent provinces are responsible for recording vital events, although vital statistics are reported for compilation at the national level, it took about two years to organize and conduct workshops to train civil registration, vital statistics, health statistics and other health officials (1992-1993). A training team from the capital city targeted one province at a time to hold workshops. After each workshop, a civil registration and vital statistics committee was established in each province to implement recommendations for registration improvement.

756. In Brazil, which has an area of 8.5 million square kilometres and a population of about 155 million people, it was estimated that it would take several years to train about 7,500 local registrars. In this instance, emphasis has to be placed on training the trainers, who then will train other levels of personnel. In developing the time-frame, be sure to allow sufficient time for the writing and production of training materials by the Registrar General's Office (or equivalent), which would be directed to such participants in the registration systems as doctors, nurses, midwives, funeral directors, persons who perform marriages etc. That type of material would seek the cooperation of those groups, teach them how to properly fill in registration forms, explain the purpose and usefulness of information in vital records and/or statistical reports and—where necessary—quote relevant sections of registration and statistical legislation. The material should emphasize the need for accuracy, timeliness and completeness of registration coverage.

757. In India, the second largest country in the world with a population of about 960 million in 1997, some 250,000 local registrars are required, while a country with a population of 20 to 30 million would have far fewer registrars, so consequently the training period could be much shorter. As of 1997, India is already engaged in a large-scale publicity campaign on

the registration of births and deaths, and has set out a long-term publicity plan for the next five years.

758. The training component of the ED/COM campaign will require drawing up an estimate of the numbers of each type of material required for the various target audience and a very careful plan of distribution.

759. In the indicative work plan contained in the present *Handbook*, annex I below, work starts in December of Year One on the preparation for and organization of ED/COM training seminars, which would be carried on in Year Two and subsequent years, as required.

760. The preparation and production of training materials should take from one to two years. The timeframe for holding ED/COM training sessions varies considerably, depending on the size and complexity of the country, and could take from two to five years or even longer in a large and/or administratively complex country, such as India, Brazil, China, Indonesia or Mexico. For holding the actual ED/COM training sessions, estimate two to five years, or even longer, depending on the circumstances in the country concerned.

761. The indicative work plan outlined in annex I below shows the campaign being launched in February of Year Three, some 25 months after the establishment of the ED/COM Office. However, unless the country is a very small one it will probably take a much longer time before the campaign commences, particularly because it must be coordinated with training activities of the overall improvement programme. In fact, the training of local registrars and vital statistics personnel and other key participants such as traditional birth attendants and village chiefs, may take a long time. If there are a wide variety of target groups with different languages and cultural traditions, the preparation of appropriate ED/COM materials, training meetings at the community level and other aspects of the programme may require a substantially longer time than is shown in the work plan.

762. The following is a summary of activities that the ED/COM programme must deal with. Its purpose is to provide an example of a checklist covering the most vital activities of the ED/COM programme:

1. *General preparatory activities before Government approval*

1. Establish Information, Education and Communication (ED/COM) Office.
2. Establish Officials' Working Committee.
3. Gather information on problems—deterrents to effective registration; prioritize in order of importance and list proposed solutions.

4. Determine initial goals and objectives.
5. Prepare initial national plan for the ED/COM programme.
6. Prepare documentation, including budget, and present to the Government. Request sufficient financial resources.
7. Meet with the Government and obtain approval of plan and commitment to supply sufficient resources on a long-term basis.
8. Appoint high-level Advisory Committee to oversee future ED/COM activities.

2. *Activities after Government approval*

9. Study and analyse documentation related to the assessment of current situation of the civil registration/vital statistics systems in the country, their effectiveness and problem areas (if necessary, conduct a feasibility study, to be prepared by the national committee or task force that oversees the overall improvement programme).
10. Set goals.
11. Set objectives.
12. Determine overall strategy.
13. Formulate general national plan of action for the ED/COM programme.
14. Obtain commitment of support and cooperation from Medical Society/physicians.
15. Determine deterrents to registration by:
    (a) Conducting research to identify cultural beliefs, traditions etc. that are barriers to effective registration;
    (b) Considering other deterrents to registration, such as financial, administrative and legal problems.
16. Develop measures to counteract those deterrents and encourage timely current registration.
17. Identify target groups and their leaders, by categories.
18. Segment the audience into a few major target groups.
19. Determine the most effective means of communication with:
    (a) The general public;
    (b) Other target groups.
20. Determine strategies and methods, and develop the message and the best way to convey it. Develop the advocacy plan for enlisting support of senior officials, opinion, religious and community leaders, and other influential people.
21A. Develop and produce a handbook for training ED/COM leaders and other key officials and organizations (allow two months for printing).
21B. Develop and produce a variety of appropriate training handbooks. Many of the handbooks

should be subject-specific for ED/COM training of other levels of trainers of civil registry staff and vital statistics personnel at all levels. Training for some target groups, such as village elders, tribal leaders, traditional birth attendants, those who look after traditional burials, illiterate or semi-literate people and those who live in rural areas with poor communication systems, will involve other training materials, such as audio-visual tools.

22. Establish two teams of experts:

(a) A team responsible for training in information, education and communication. The first level will consist of leaders in those categories, key officials and organizations (see chap. III.C.3 above for details). Training in ED/COM should be carried out in a cascade fashion, and should reach down to the community level and specific target groups. Civil registration staff and vital statistics personnel at all levels should receive ED/COM training, which should be carried out in cooperation and, wherever possible, in coordination with administrative/technical/legal training, which would be under the jurisdiction of the management;

(b) A creative team to design and implement mass media and general campaign (an advertising agency may be involved).

23. Develop, prepare and produce appropriate ED/COM training material for other levels of trainees for specific target groups, including material for people of low literacy, such as special material adapted from the handbook prepared under item 21A above (this would exclude material for management-planned training in administrative/legal/technical aspects).

24. Determine:

(a) ED/COM leaders and other key officials and organizations for training (see item 22(a) above, and chap. IIC, step one, above);

(b) Date and location of training seminars, and organize these meetings.

25. Hold training seminars for ED/COM leaders, key officials and organizations.

26. Determine

(a) Who, of those trained under item 25 above, will be organized to train a second and larger group of trainers, who would then be responsible for reaching target/audiences/groups (see chap. III.3, step two, above);

(b) Date and location of training seminars, and organize those meetings.

27. Hold training seminars for the trainees whose job it will be to train the second level of trainers.

28. Organize and carry out training of target audiences/groups in the regions, and provide appropriate

trainees and materials (see chap. III.C.3, steps three and four).

29. Determine use of:
(a) Radio and television stations;
(b) Print media.

30. Determine tentative campaign starting date, length of time of initial campaign, and timing and intensity of long-term follow-up campaigns.

31. Develop and finalize ED/COM national action plan, including:
(a) Workshops;
(b) Community participation;
(c) Educational institutions.

32. Determine overall media campaign and produce (after pre-testing) required materials for:
(a) Print media;
(b) Radio;
(c) Television;
(d) Brochures and pamphlets;
(e) Posters;
(f) Signs/billboards;
(g) Other.

33. Pre-test planned campaign materials, especially with difficult target groups.

34. Determine use of public affairs programmes, community events notices etc. in commercial media, including news stories, editorials, press releases and special events.

35. Develop techniques to reach the special target groups, such as people who are illiterate/live in rural areas with poor communication, aboriginal population, including:
(a) Mobile registration units;
(b) Educating village elders, tribal chiefs, spiritual/religious leaders;
(c) Educating traditional birth attendants;
(d) Periodic visits to villages by local registrars;
(e) Other.
(This activity should be undertaken in conjunction with improvements to the administrative/organizational/legal/technical systems, and should include training of local registrars, which would be the responsibility of management of the overall CR/VS systems improvement programme).

36. Prepare detailed budget covering all aspects of the estimated campaign expenditures.

37. If necessary, go back to the Government for approval of this budget.

38. If the Government will only approve a lesser amount than contained in the budget, redesign the campaign accordingly.

39. Determine date of launch of campaign, and make tentative bookings of space and time for paid advertisements.

40. Develop resources requirements and the time-frame.
41. Develop organizational and managerial strategies.
42. Identify and mobilize required human resources.
43. Train human resources (where possible, coordinate with training activities of local registrars etc. of an organizational/administrative nature, which would be the responsibility of management of the overall CR/VS improvement programme.
44. Design a system to effectively monitor the impact/effectiveness of the campaign, and how to make any required adjustments, if necessary. Feedback to project manager of the overall improvement programme and to the national committee (or task force) should be considered.
45. Finalize and obtain approval of national ED/COM campaign, including commercial media advertising, public relations and news channels, public affairs broadcasts and community event notices, community involvement etc. and date of launch of campaign.
46. Final delegation of (human resource) duties/tasks.
47. Final booking of paid media advertisements.
48. Delivery of all material (posters, pamphlets etc.) to designated locations, arrange for sign erection etc.

3. Campaign activities

49. LAUNCH OF CAMPAIGN.
50. Conduct research on the impact/effectiveness of campaign (ongoing activity). It is important to note that monitoring of the progress of the ED/COM campaign, although closely linked with the civil registration and vital statistics systems progress and operations, should not be confused with the CR/VS monitoring plan.
51. Evaluate/monitor campaign at set intervals, which should also reflect the indicators of progress and tools of verification. The following monitoring schedule is an example:
    (a) Three months after launch;
    (b) Six months after launch;
    (c) One year after launch;
    (d) Eighteen months after launch;
    (e) Twenty-four months after launch;
    (f) Annually thereafter.
52. Make recommendations for adjustment of initial campaign, if required.
53. Continue monitoring and evaluation process, and make adjustments, as necessary.
54. Write a report to the Government on the impact/effectiveness of the campaign, with a list of specific recommendations.

55. Present the report and recommendations to the Government (repeat activity annually).

763. The Advisory Committee will continue as directed by the Government. It should not be disbanded, but its activities should diminish after the campaign has proven its effectiveness. The Committee should continue to meet at least annually thereafter to monitor the progress and continued effectiveness of the ED/COM programme.

764. The ED/COM Office should continue as an integral part of the Office of the Registrar General (or its equivalent). If option "A" was chosen as the method of selecting the first Director of the ED/COM Office, then after the first portion of the campaign is completed and evaluated, the initial Director should return to his/her previous government services, and the person initially chosen as Assistant Director would then become Director of the unit for the ongoing period. Whether or not it would be necessary to select a new Assistant Director would depend on the volume of ongoing work and whether or not the Government was using the help of outside consultants to design any new elements to the campaign.

765. The general activities/time-frame for the Advisory Committee and the ED/COM Office are outlined in annex II below. They include the establishment of two subcommittee teams of experts, which would:
(a) Organize and implement training of ED/COM leaders and key officials and organizations. Organize and train those who will train the trainees, who will be responsible for ED/COM training in a cascade fashion down to local communities and target groups. Civil registration staff and vital statistics personnel would also receive ED/COM training. That would be done in cooperation and, wherever possible, in coordination with the management training in administrative/legal/technical elements of the overall CR/VS systems improvement programme;
(b) Design and implement the mass media campaign and other campaign details, such as brochures and pamphlets, signs, posters etc., public affairs/community events, press releases and press kits, non-paid editorial content, suggestions for articles, news stories, editorials and special events. An advertising agency or public relations consultant may be involved in those activities, or they may be carried out by the ED/COM Office staff.

766. Annex III below outlines a tentative time-frame/activities for the subcommittee on training. Annex IV below describes a tentative time-frame/activities for the subcommittee on the creation, design and implementation of the mass media and general campaign and programme.

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B. Organizational and Managerial Strategies

767. Because the ED/COM programme provides support to the overall CR/VS improvement programme, the present section first considers the various managerial strategies that are the responsibility of the national programme, which has obvious impact on the ED/COM programme. Second, it gives guidance on managerial strategy for the ED/COM programme itself.

768. Think carefully of the best organizational structure in which branches of the Government, individuals etc. can be grouped and united to obtain the desired results. Determine strategies—the best ways to achieve desired objectives/goals.

769. Those strategies do not have to be developed for the country as a whole. They may be directed to areas within the country, or to specific target groups, rather than to all of the nation.

770. For information on strategy, including advice on how goals and objectives may best be accomplished and where major efforts should be directed, see chapter III above.

771. The initial managerial strategy should be directed to obtaining government support and a firm commitment for sufficient funding. A lack of appreciation among high-level governmental officials of the essential importance of civil registration and vital statistics has been mentioned as one of the most important obstacles identified by national officials in charge of civil registration and vital statistics.

772. The above-mentioned problem was perceived long ago. For example, a report on obstacles to registration noted that the experience of some countries in each part of the world shows that adequate results can be obtained, at least in some areas, if civil registration and vital statistics functions are given appropriate priority in governmental programmes.[41]

773. Therefore, it is of prime importance to develop a strategic plan to educate such officials about the benefits of effective registration and the derived statistics, and to provide them with information on the deficiencies of the current systems and how they could be overcomed.

774. Strategies will be required to overcome problems related to difficult geographic terrain, transportation, uneven distribution of the population, literacy, and deeply imbedded cultural, social and economic patterns that are not conducive to an efficient registration process. Management of the overall improvement programme has a key role in those areas, with the close cooperation of the ED/COM programme.

775. Problems that require funds before they are solved are related to obtaining adequate staff, training, essential forms and supplies, office space, record storage facilities, document reproduction and data processing equipment, and printing. Other problems that should be dealt with include streamlining legislation; making structural and technical changes in the civil and vital statistics systems; providing training and guidance to local registrars; strengthening coordination among the various agencies participating in the systems; and obtaining the necessary government budget support to operate the systems effectively. For such problems, there may be conflicting legal and competing jurisdictional interests that the overall CR/VS management should strive to solve. The ED/COM programme will not work efficiently unless all the other problems pressing in the systems are solved.

776. The ED/COM programme will have to develop a number of managerial strategies, including:
(a) Segmenting the audience into specific target groups. Among them, special consideration ought to be given to two categories of target audience: the civil registration personnel and the beneficiaries (people at large);
(b) Ensuring that people have an opportunity to change their behaviour concerning registration by providing convenient registration facilities, including, where necessary, mobile registration units;
(c) Educating the public, especially individuals and families, about the benefits of timely registration and the purpose of and requirements for registration;
(d) Appealing to people's emotions in order to effect the desired behaviourial change;
(e) Directing special efforts to groups that are difficult to reach, including indigenous people, tribal groups living in rural areas with poor communication and the urban poor.

777. Managerial strategies may include the involvement of the local communities in both discussion and analysis of registration problems, and in the planning, implementation and evaluation of registration improvement programmes that are mutually acceptable and sustainable in the long-term.

778. Strategies should be directed to giving priority to changing community norms rather than individual behaviour because of the great influence that group norms have on the actions of individuals within the community.

779. Strategies should be developed to help achieve the goal of the provision of basic education for all children on a gender-equal basis, as outlined at the

[41]See Nora Powell, *Major Obstacles to Achieving Satisfactory Registration of Vital Events and the Compilation of Reliable Vital Statistics*, Technical Paper, No. 15 (Bethesda, Maryland, International Institute for Vital Registration and Statistics, 1981).

World Summit for Children held at the United Nations in New York in 1990.

780. Compulsory, effective registration of all births, as well as marriages, divorces, foetal deaths and other deaths, is needed to produce accurate information for comprehensive educational planning, which requires timely data on trends and distribution of the population, by sex, age groups, socio-economic characteristics of groups and age-specific fertility and mortality predictions.

781. A report on educational planning for South Asian countries[42] noted that the absence of vital statistics at micro levels can mean that the rural poor and illiterate sections of the population who need education most are left out of the school planning system. Areas where more births occur to illiterate parents would be ideal places for establishing primary schools, but, often, unless there are statistics for the local area that demonstrate the need, no school is built.

782. Strategies could take into consideration how to achieve some of the actions advocated at the 1994 International Conference on Population and Development,[43] which emphasized the importance of valid, reliable, timely, culturally relevant and internationally comparable data as the basis for population policy and programme development, implementation, monitoring and evaluation. The report noted that although there have been improvements in the availability of population and related data during the past two decades, many gaps remain with regard to the quality and coverage of baseline information, including vital data on births and deaths, as well as the continuity of data sets over time. Gender and ethnicity-specific information, which is needed to enhance and monitor the sensitivity of development policies and programmes, is still insufficient in many areas.

783. Two objectives approved at the Conference were:

(a) To strengthen national capacity to seek new information and meet the need for basic data collection, analysis and dissemination. Particular attention should be given to acquiring information classified by age, sex, ethnicity and different geographical units in order to use the findings in the formulation, implementation, monitoring and evaluation of sustainable development strategies and foster international, regional and subregional cooperation;

(b) To ensure political commitment to and understanding of the need for data collection on a regular basis and the analysis, dissemination and full utilization of data.

784. The Conference recommended that Governments—particularly of developing countries—be as-

sisted to strengthen their national capacity to carry out sustained and comprehensive programmes on the collection, analysis, dissemination and utilization of population and development data, with particular attention given to monitoring population trends. It stated that effective information, education and communication are prerequisites for sustainable human development and pave the way for attitudinal and behavioural change.

785. The Conference also recommended that more effective use be made of the entertainment media, including radio and television soap operas and drama, folk theatre and other traditional media to get messages to the public.

786. The Conference further noted that Governments should give priority to the training and retention of ED/COM specialists, especially teachers, and of all others involved in the planning, implementation, monitoring and evaluation of ED/COM programmes. Systems for professional training should be created and strengthened with specializations that prepare the people trained to work effectively with Governments and with non-governmental organizations.

787. The Conference noted that a coordinated strategic approach to information, education and communication should be adopted in order to maximize the impact of various ED/COM activities, both modern and traditional, which may be undertaken on several fronts by various actors and with diverse audiences.

788. In addition, the Conference noted that ED/COM activities should rely on up-to-date research findings to determine information needs and the most effective culturally acceptable ways of reaching intended audiences. To that end, professionals experienced in the traditional and non-traditional media should be enlisted. The participation of the intended audiences in the design, implementation and monitoring of ED/COM activities should be ensured so as to enhance the relevance and impact of those activities.

C. IDENTIFICATION AND MOBILIZATION OF
REQUIRED HUMAN RESOURCES

789. Review the proposed action plans and categorize activities by assigning the best qualified person(s) to study the documentation dealing with the assessment of current status of the CR/VS systems. Estimate the time period needed to conduct an in-depth

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[42]K. S. Natarajan, "Use of vital statistics for educational planning, with special reference to South Asian Countries", paper presented at a workshop at Beijing, 1993.

[43]See Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

assessment. Also, estimate the amount of time that the national committee (or task force) will need to conduct an in-depth assessment of the CR/VS systems, the amount of time required to accomplish the following tasks, and the human resources that will have to be involved:

(a) Setting of specific goals and objectives and development of overall strategy;

(b) Formulation of a national ED/COM plan of action;

(c) Obtaining a commitment of support and cooperation from medical society/practitioners.

790. Use the indicative work plan in annex I below as a guide to the identification and mobilization of required human resources. Estimate the human resources and the time that will be required for each of the steps.

791. Prepare a catalogue of all the available human resources that you know about, and begin the process of matching the human resources available to the tasks that must be accomplished. Where there is a task but no person(s) to do it, then find the appropriate person(s) and provide the necessary training and resources to do the job. The most difficult level at which to schedule appropriate human resources will be at the local community level, but it is crucial to the success of the campaign to find effective communicators, especially those who can convey the message on a person-to-person basis—persons who are respected within that community—to accomplish this portion of the task.

792. The most effective communication technique in developing countries is generally by person-to-person contact. Persons who are respected in the community—local opinion leaders—should be re-

cruited to transmit information to people in their own communities, especially among target groups consisting of illiterates, poor people, aboriginal population, and those living in remote rural communities.

793. Break down the tasks that must be accomplished at the national/headquarters level. List those to be accomplished working with the regional, provincial or state levels of administration, and lastly activities at the local/community level. Whenever possible, list the person(s) who will be responsible for each task.

794. In instances where the National Statistical Office does not have responsibility for vital statistics (it may be a task of the Ministry of Health), it must always be invited to be a part of the national team that leads the improvement programme, since it is the head of the national statistical system and therefore has a direct interest in high-quality statistics. Furthermore, the National Statistical Office, besides having a central office, may also have regional offices and staff that could be very helpful at the time of conducting the ED/COM programme at those levels. Also, involve the Electoral Tribunal, the Population Register, and the Identifications Service, if established in the country, since they are also main users of registration data. In some countries, the judicial system and the Ministry of Interior play an important role in civil registration. Thus, it is important to get their cooperation.

795. Implementation of the ED/COM campaign may be best done by using a team responsible for accomplishing this in a cascade fashion, starting from the capital city of the nation and flowing down to the regions, local areas and—where necessary—to individual persons or specific target groups.

85

V. IMPLEMENTATION OF THE INFORMATION, EDUCATION AND COMMUNICATION CAMPAIGN

A. LAUNCHING OF CAMPAIGN

796. Establish a date for the most effective launching of the campaign. In a country with a large rural/agricultural population, it would be best not to launch the campaign during the planting or harvesting season. Similarly, think of weather conditions, such as hurricane/monsoon seasons. Also, in selecting the most suitable date for the campaign launch, make sure that it does not overlap with a population census campaign or presidential/parliamentary elections.

797. You may wish to select the month in which the most recent civil registration legislation was enacted (or came into force). It will be an effective strategy to designate one particular month as "Registration Month" on an annual basis, as is done in the Philippines, where February is so designated by the President. In time, the public will become aware of Registration Month, its purpose, benefits, and when and how action should be taken, and that will be very helpful in the overall registration improvement programme.

798. In determining the date for the campaign launch, leave sufficient time for the production of all the required materials, training sessions of key staff, including local registrars and community leaders, design of the overall media campaign and the news relations/public relations/public affairs segments of the campaign. Make preliminary enquiries about schedules in commercial media, and make tentative bookings.

799. When launch time is finalized, make firm bookings in the commercial media, work out details of press releases and provide information kits to the media. Finalize plans to utilize free media, such as public affairs programming, news articles, community events notices, public service radio and television spots, publications for women's groups, home and school associations, service clubs and agricultural development media, and, if applicable, the government party's newspaper.

800. Make sure that appropriate persons are designated to ensure that each task of the campaign launch is covered and will be properly carried out. Utilize all appropriate persons in the launch, such as head of State, Cabinet Ministers, influential regional/provincial/state and local political figures and community leaders/public opinion makers.

B. MONITORING

801. It is envisioned that there will be an overall National Committee that will oversee all aspects of the CR/VS improvement programme, including legal, administrative and management improvements, as well as a National ED/COM Committee that will work in close collaboration with it.

802. A plan must be developed by the National Committee (or Task Force) to monitor the current functions of civil registration in order to accurately evaluate its progress, operations and the impact and effectiveness of the improvement programme. Another plan should be developed to monitor the ED/COM programme itself. Although closely linked, the monitoring of the overall programme should not be confused with the ED/COM monitoring plan.

803. Responsibility for the establishment and execution of critical monitoring and evaluation procedures for each should be vested in designated authorities. For the ED/COM aspects of the CR/VS improvement programme, that might be a task assigned to the Research and Planning Officer of the ED/COM Office.

804. The ultimate responsibility for monitoring and evaluating the overall civil registration and vital statistics systems, and for constant vigilance to ensure that the approved procedures are used and—where necessary—remedial action is taken, is a primary function of the office responsible for civil registration and vital statistics systems, such as the Office of the Registrar General/Vital Statistics Office or a National Task Force appointed by a National CR/VS improvement committee.

805. In any case, to effectively monitor the CR/VS systems and the specific ED/COM programme, what must be determined is the type and extent of feedback information required, who will provide it, and when and to whom. How that information will be evaluated must be determined in advance of the campaign, as well as the criteria for making adjustments.

806. A method to estimate the impact of the ED/COM programme onto the overall CR/VS systems may rely on coefficients on coverage, quality and timeliness prior to the campaign and one, two and three months and one year after the campaign launch (or any

other suitable time period). First go back to chapter I activities and the evaluation and analysis of the country's current civil registration and vital statistics systems, which will also identify problem areas. For that type of evaluation, work closely with the relevant office of the Registrar General.

807. That analysis and evaluation will produce a great deal of information about the past rates of registration coverage by type of vital event, for the country as a whole, and by geographic regions and localities, preferably on a month-to-month basis. If possible, include figures on late registrations, particularly of births and deaths, and on quality of the information collected.

808. Do a breakdown of exactly how detailed, geographically, you wish to monitor the impact of the improvement programme. Then transfer past registration figures covering the previous three years to a chart format, and starting with the month of the launch, arrange to obtain figures on actual registration, on a monthly basis, from each area. If you wish to track delayed registrations, it is recommended that that be done separately from current registrations. Pay particular attention to geographical areas known to have hard-to-reach target groups, such as illiterate people who live a long distance from registration offices and where transportation is difficult.

809. In order to be able to make the assessment of registration figures, civil registration management should make sure that reporting of vital records is smooth; that they are quickly processed; and that registration figures are available for various geographical levels. Local registrars should be asked to quickly forward reports on the numbers of current (and delayed) registrations of live birth, foetal and other deaths, marriages and divorces to the Office of the Registrar General.

810. Basically, you will wish to determine from the monitoring process to what extent the improvement programme may have contributed to increase registration coverage of vital events. Any increase in the vital rates currently registered could be an indication of the impact of the programme. If there has not been an increase in registration, think of how you can strengthen your activities or readdress them. Pay special attention to areas with ethnic and hard-to-reach groups to learn in what respects traditional/cultural conditions, shortcomings or deficiencies in the registration system have been disincentives to registration. To what degree have they been an influence?

811. The percentage of events, such as births and deaths, that are registered in comparison to the total number of those events that actually occurred is called the rate of registration, and is a very significant measurement. The goal is that every event that occurs within a jurisdiction should be registered as close to the date of occurrence as possible. The ED/COM programme should strive to convey that message to the general population from the beginning to the end of the campaign.

812. For example, the relevant office of the Registrar General and the vital statistics office may use indirect techniques for demographic estimation to assess the overall performance of the systems. An accurate tool to assess the completeness of registration and to determine areas of under-registration is the dual records system. For details on how to carry out a quantitative and qualitative evaluation by direct or indirect methods of CR/VS systems, you may wish to refer to *Indirect Techniques for Demographic Estimation—Manual X*[44] or the *Handbook of Vital Statistics Systems and Methods*, vol. I, *Legal, Organizational and Technical Aspects*.[45] The ED/COM office should coordinate closely with those offices to obtain the necessary indicators to broadly assess the impact of such activities.

813. For example, to compile a population estimate, you use population figures based on the most recent census, and factor in the crude birth and death rates obtained from the country's Statistical Office. There may be 40 births and 12 deaths per 1,000 population, giving a rate of natural increase of about 28 per 1,000. That figure may be revised after applying the national age-specific fertility rates in the female population of childbearing age. To obtain the current live birth registration rate, consider the percentage of births that were registered in comparison with the estimated number of births that may actually have occurred.

814. Carefully study the population estimate compared to the actual past registrations of births and deaths to determine the problem areas to which special efforts should be directed.

815. It may be effective to report the information on registration obtained in table form, both for the country as a whole and by region and local area. Such tables could be a combined effort by the monitoring team and the evaluation team.

816. Table 1 (page 88) shows one method of illustrating the percentage increase in birth and death registrations. The figures were compiled for a pilot registration project in Kenya.[46]

[44]United Nations publication, Sales No. E.83.XIII.2.
[45]United Nations publication, Sales No. E.91.XVII.5, chap. V.
[46]Report entitled "The Kenya Civil Registration Demonstration Project: a strategy for a rapidly developing country in Africa" (Department of the Registrar General of the Government of Kenya, 1989).

Table 1. Number of births and deaths registered and percentage increase in phase I and phase II districts in a pilot registration project, Kenya, 1980-1985

Phase and Event	1980-1981	1982	1983	1984	1985
			Number		
Phase I					
Births	(39,925)	49,608	54,792	53,518	49,014
Deaths	(6,252)	7,406	7,055	8,173	9,386
Phase II					
Births	..	————— (46,783) —————		81,060	87,257
Deaths	..	————— (9,753) —————		22,559	26,294
			Percentage increase[a]		
Phase I					
Births	100.0	124.3	137.2	134.0	122.8
Deaths	100.0	118.5	112.8	130.7	150.1
Phase II					
Births	..	————— 100.0 —————		173.3	186.5
Deaths	..	————— 100.0 —————		231.3	269.6

NOTE: Parentheses ( ) denote data prior to the Civil Registration Demonstration Project (CRDP); accuracy of such data has not been verified. Two dots (..) indicate that data are not available or are not reported separately.

[a]For phase I, average of 1980-1981 prior to CRDP—100.0; for phase II, average of 1982-1983, prior to CRDP—100.0.

817. In Morocco, an important component of the monitoring of that country's comprehensive reform of its vital statistics and registration systems during the 1976 to 1986 decade was the establishment of an effective new inspection system. That involved the organization of a specialized staff of inspectors who received training at the Department of the Interior's staff development school at Kénitra.

818. Each registration headquarters or province was assigned two or three of those inspectors, depending on their requirements. The reform measures included sensitization and orientation seminars for vital statistics officials and the staff of local registration offices, including a review of major legislation and instructional publications.

819. The registration reform programme, which included a number of legal reforms, resulted in a significant increase in the rate of registered vital events, and a 70 per cent improvement in the timeliness of registration and accuracy of the information collected at the local registration offices.

820. In view of the influence that a competent team of inspectors can have on the effective implementation of a CR/VS systems improvement programme, consideration should be given to planning and implementing that aspect of an overall registration reform programme.

821. Each of the ED/COM implemented activities should be monitored carefully. For example, with regard to the impact and effectiveness of the news relations programme, set up a systematic, continuous means of studying the news media, primarily by clipping news articles and monitoring radio and television newscasts and programmes on registration. That will allow the ED/COM team to not only follow and measure the news coverage, but also to see opportunities for obtaining future coverage. For the print media, review each issue (or only influential, widely read newspapers if staff resources are limited). Clip all articles of interest. Do not let the papers pile up, because it then becomes difficult to catch up. Write the name of the publication and date it appeared on each clipping.[47]

822. Bring all important articles to the attention of senior management and other ED/COM staff at once. Then file for future reference.

823. To monitor radio and television, listen to and watch newscasts, and take notes or make audio or video tapes. You may wish to ask the stations for tapes of programmes that mention your organization or cover topics of interest.[48]

[47]See *Population Reports* (Baltimore, Johns Hopkins School of Public Health), Series J, No. 42 (November 1995).
[48]Ibid.

824. A review of the impact of the news media relations programme can be very informative, and can be a lesson in how to improve future activities in your ED/COM campaign.

825. In addition to reviewing of clippings, one of the suggested approaches is to survey journalists, policy makers, or the public formally or informally. What story ideas have been used? How accurate have stories been? Although it may be difficult to attribute changes directly to news media relations, such evaluation helps to link these activities both to changes in news coverage and to the effects of the coverage on public opinion and knowledge.[49]

826. It should be emphasized that an information, education and communication programme is a long-term process. It takes time and continuous persistent effort to build good working relationships with the news media. But using a professional approach, high standards and a commitment to the public interest in a consistent manner over a period of time will be vital in reaching your goals and objectives, and will be well worth the effort in terms of your success in creating public awareness about civil registration and in enlisting support of individuals, institutions and senior government officials. Emphasis should be placed on promotion of the CR/VS advantages and on selling the systems' benefits first at the personal level then at the macro-level (family, community, town and national).

C. ONGOING RESEARCH ON IMPACT/EFFECTIVENESS OF COMMUNICATIONS CAMPAIGN

827. Research into the impact/effectiveness of the campaign will begin—wherever possible—immediately after the conclusion of the first three months of the campaign. After that period, research would be undertaken at six-month intervals. If the improvement is satisfactory for the first two years after the launch of the campaign, it may only be necessary to conduct intensive evaluation thereafter on an annual basis.

D. EVALUATION

828. To evaluate the impact/effectiveness of the ED/COM elements, it is important to systematically review the results of the news monitoring system described in chapter V.B above. You should be able to devise indicators of progress and tools of verification.

829. A direct method can be used to monitor the effectiveness of the ED/COM campaign. For example, ad hoc surveys could be utilized in randomly selected districts to determine if people had seen or heard the civil registration/vital statistics campaign messages. Did the messages motivate them to take action? Sub-

jects to be monitored would include coverage, quality/accuracy of information acquired and subsequent timeliness of registration in those selected districts. Make sure that the sample survey is designed and conducted by experts on sampling, preferably involve the National Statistical Office for that purpose, so that the result would have the necessary credibility both at the country and subnational levels. That option will add a significant cost to the ED/COM programme. Thus, make sure that funding is available from its planning stage to the processing analysis of the result.

830. It may be worthwhile to conduct an ad hoc sample survey after the ED/COM campaign has been in effect for three months (and at regular intervals thereafter) to find out how many people became aware of the reasons for and benefits of civil registration because of the campaign, and how many were motivated to register vital events because of it.

831. In planning a media campaign, a comparison must be made between the impact and effectiveness of the various mass media.

832. In order to do a gross comparison of the various mass media, you may wish to assemble the evaluation in a chart form. At the top of the headings portion, list "Items to be compared", and follow this with headings for: "Newspapers", "Television" and "Radio".

833. Then determine how you wish to categorize the effectiveness of the items being compared in each of the major media outlets listed in the heading. The effectiveness of each medium might be categorized as follows:

Excellent

Good

Fair

Poor

834. Those ratings could also be subcategorized by adding the adverb "very" where it would be applicable to emphasize the strength or weakness of the item being compared in each mass media outlet.

835. Think carefully about the items you wish to compare, such as:

(a) Population reach of each type of mass media outlet;

(b) Ability to control the frequency—the minimum number of times an individual in a target group is exposed to an advertising message during a specific time period;

(c) Cost of reaching audience of 1,000;

(d) Ability to select local markets;

(e) Ability to control scheduling of exact time and day of the week of exposure;

(f) Emotional responses;

(g) Perceived truthfulness and reliability of the medium.

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[49]Ibid.

836. The chart might look something like this:

Items to be evaluated	Newspaper	Television	Radio
Population reach	Good	Good	Excellent
Control of frequency	Excellent	Fair	Good
Cost per 1,000 audience	Fair	Poor	Very good
Local market selectivity	Good	Poor	Good
Scheduling control	Poor	Fair	Excellent
Emotional appeal	Poor	Excellent	Good
Media's truthfulness and reliability	Good	Fair	Fair

837. That type of evaluation is only a guideline, to be adapted in accordance with the conditions in the country concerned and the items to be compared (i.e., that those designing the mass media campaign consider important), as well as the situation of the actual mass media outlets (whether they be private or State-owned) in the nation that is implementing an ED/COM programme.

838. An effective evaluation of the components of a varied promotional mix requires a great deal of experience and knowledge concerning the country's media. Although there may be some person(s) with the required expertise and competence in those matters within the government service, it is recommended that, if at all possible, expert advice be obtained from an outside source—perhaps an advertising agency or consultant—before a final plan is developed for the media campaign. It may be possible to obtain such expert advice at minimum or no cost on the understanding that if the Government goes ahead with a registration ED/COM programme, the advertising consultant would receive a commission for commercial media time/spaces purchased for the campaign.

839. Since ED/COM training is such an important component of a CR/VS systems improvement programme, you may also wish to evaluate the effectiveness of the ED/COM workshops/seminars. When evaluating the effectiveness of the ED/COM training, conduct:

(a) A baseline (pre-training) test;
(b) Post-training evaluation;
(c) Session-by-session evaluation during training.

840. That may be accomplished by passing out evaluation forms including a section for suggestions for improving the training sessions, to all those in attendance. Participants would be asked to complete and return them at each session, and the responses could be evaluated at once by the ED/COM team.

841. All of the information gathered by the ED/COM monitoring and research described in chapter V B and C above should be evaluated immediately. That activity would continue for the first five-year period of the campaign. Each major evaluation would

probably result in recommendations for adjustment and improvement of the ED/COM campaign until satisfactory results have been obtained. Thereafter, research and evaluation should take place annually.

842. In determining a suitable evaluation system, the amount of available funding and the availability of skilled analysts must be considered.

843. The impact of the ED/COM programme on the overall performance of CR/VS systems can be assessed by looking at the evolution of vital rates (quantitative) and the evolution of coefficients on quality and timeliness of registration (see chap. V.B above), including methodology for quantitative and qualitative evaluation. In general terms, the evaluation function involves two aspects of the system:
(a) The quantitative accuracy—the degree of completeness of registration;
(b) The qualitative accuracy—the accuracy of the information about the events reported.

844. Evaluation of the quantitative aspects of a registration system—the degree of coverage of registration of the events that occur in a defined geographic area within a specified time—should be examined regularly by both the national and other levels of registration areas. That is of particular value in determining whether or not local offices have carried out their work in a satisfactory manner.

845. The qualitative aspect of the registration system—the accuracy of the information recorded—must also be carefully evaluated because content errors can affect the accuracy of the statistics produced.

846. Those two sets of indicators may explain how well the ED/COM system is working in general terms, since other elements of the overall CR/VS systems Improvement Programme may also have impact on the systems' performance.

847. Table 2 shows the number of local registration offices in each department in Peru that submitted monthly statistical reports to the central statistical office on birth according to the number of months reported in 1974. That information provided an excellent indication of the geographic areas of the country

Table 2. Local registration offices in Peru reporting monthly birth registration information to the central office, by department, 1974

Department	Local offices Total	Number of months reported and local offices reporting			
		12	6-11	1-5	No report
Peru	1 676	664	453	150	409
	(100.0%)	(39.6%)	(27.0%)	(9.0%)	(24.4%)
Amazonas	77	20	35	7	15
Ancash	154	69	39	14	32
Apurimac	69	28	16	8	17
Arequipa	105	35	33	7	30
Ayacucho	102	44	31	6	21
Cajamarca	110	83	7	4	16
Callao	6	2	2	2	0
Cuzco	101	21	17	14	49
Huancavelica	90	36	28	12	14
Huanuco	68	21	22	5	20
Ica	39	24	11	2	2
Junin	120	47	20	7	46
La Libertad	72	33	22	5	12
Lambayeque	32	14	9	2	7
Lima	165	78	42	7	38
Loreto	52	14	11	6	21
Madre de Dios	9	0	4	3	2
Moquegua	19	5	9	3	2
Pasco	27	11	6	2	8
Puira	61	47	10	2	2
Puno	95	0	32	26	37
San Martin	69	14	34	6	15
Tacna	23	11	10	0	2
Tumbes	11	7	3	0	1

Source: Peru, Instituto Nacional de Estadistica, "Mejoramiento de estadisticas: plan final del proyecto" (Lima, 1978); including all vital statistical reports transmitted, including those delayed until 1977.

where assistance to the overall registration system was needed.

848. Sources and possible solutions to completeness of registration and the quality and timeliness of vital statistics are outlined in detail in the *Handbook on Vital Statistics and Methods*, volume 1, Table 5.2. Pages 55, 56 and 57. The present *Handbook*, in chapter VIII above, provides other data collection methods and techniques of estimating vital statistics and rates. Furthermore, on pages 77 and 78, the present *Handbook* describes how to estimate fertility and mortality, and discusses the advantages and limitations of indirect evaluation methods. Types of evaluation techniques are also contained in *Indirect Techniques for Demographic Estimation: Manual X*.

E. REVISION/ADJUSTMENT FOR ONGOING IMPROVEMENT OF THE SYSTEM

849. Monitoring, research and evaluation will begin—wherever possible—after reports on registration for the campaign's first month are received, and will continue on a long-term basis. Recommendations for any revisions will be made promptly after major evaluations.

850. The recommendations for revision/adjustment of the ED/COM campaign will be considered at once by the ED/COM Office established for this purpose. All approved revisions/adjustments should be implemented as quickly as possible in order to make the campaign as cost-effective and efficient as possible. The overall campaign budget should make allowance for the possible additional costs of revision and adjustments.

VI. RECOMMENDATIONS

851. Civil registration provides a legal record of a particular vital or civil status event, as well as a valuable, continuous source of timely and accurate statistical information. This information allows for the effective scientific analysis of the relationship between demographic, economic and social factors. Such analyses are useful in planning, operating and evaluating programmes for public health, education, social and economic development programmes.

852. To ensure those benefits from CR/VS systems, management should make every effort to properly organize, operate and maintain them. For countries that have not yet attained high levels of internationally accepted standards of efficiency in their systems, the present chapter provides 24 recommendations. They are based on the goal that, from five to 10 years (depending on the size of the country) after the initiation of a CR/VS systems improvement programme that includes a well-designed ED/COM programme, the country will have effective and efficient civil registration/vital statistics systems. There will be complete (as close as possible to 100 per cent), timely, high-quality registration coverage, resulting in the production of reliable, accurate vital statistics for the country as a whole, and for regions and districts within the nation.

853. It is recommended that:

1. A high-level National Committee (or National Task Force) with representatives of all departments and agencies concerned with civil registration and vital statistics be established within the Government to:

   (a) Study the problems and deficiencies of the present civil registration and vital statistics systems;

   (b) Determine the actions required to overcome them;

   (c) Develop a plan for a continuing Registration Improvement Programme;

   (d) Justify the project on the basis of the benefits of effective registration systems, both socially and economically.

2. The National Committee (or National Task Force) take all steps necessary to obtain the approval of government officials, the Head of State and other elected officials, for a long-term CR/VS improvement programme, and a definite commitment to provide the required funding.

3. If the CR/VS systems are decentralized, the national coordinating body for civil registration and the vital statistics authority be located in the same ministry or department as the central statistical office responsible for the compilation of national statistics.

4. The importance of the development of integrated systems be strongly emphasized to ensure desirable coordination and standardization of registration and statistics.

5. Standardized data-collection systems, coding systems, definitions and classifications be adopted, which will enhance comparability of data at both national and international levels.

6. Coordination and cooperation also be maintained with authorities responsible for censuses, demographic surveys, population registers, immigration, social and health statistics, as well as with agencies/departments involved in planning for economic and social development.

7. Within the National Committee (or National Task Force), working subgroups be established to determine and develop the following aspects to streamline CR/VS systems:

   (a) A legal framework for civil registration and vital statistics systems, including standardization of forms and registration requirements;

   (b) The administrative, organizational, operational, management procedures and maintenance aspects of improved civil registration vital statistics systems;

   (c) The computerization of civil registration and vital statistics systems and other modern technologies;

   (d) An information, education and communication programme for effective civil registration and vital statistics systems;

   (e) Protocols on the release of individual information from civil registration for research and public uses.

8. Efforts should be made to implement the overall civil registration and vital statistics systems improvement programme within a specified time-frame, within the available resources, of which the information, education and communications programme should be an important component.

9. The services of top-level, highly competent people be obtained to design, initiate, implement and op-

erate the Registration Improvement Programme on an ongoing basis.

10. The new system should be designed to produce continuous vital statistics about significant social and economic groups within the country, including urban-rural, ethnic-cultural or socio-economic groupings. The collection and analyses of data must be done with a view to safeguarding human rights with respect to civil and social benefits, particularly among children, youth and women.

11. If the Government of the country is decentralized, with autonomous states/provinces conducting their own civil registration/vital statistics systems, the legal and procedural requirements of registration, including certificate issuance, need to be standardized.

12. With responsibility for civil registration and vital statistics vested in an agency or agencies of a national Government, the assignment of registration functions at all levels be accompanied by a clear designation of duties and responsibilities with respect to registration, recording, the custody of records, statistical reporting, collection, compilation, analysis, presentation and dissemination of data, and the critical inspection and evaluation of the system that would avoid situations in which registration is the function of employees of a different department or level of government or municipality; the national office would have authority to standardize forms, procedures and methods, and to coordinate, unify, supervise and promote efficient and effective registration).

13. Provision be made for registration offices that are easily accessible to every segment of the population, to include mobile registration units as required, with staffing appropriate to the number of events occurring within the registration districts.

14. Registration be made legally compulsory for every vital event occurring within the boundaries of the country. The system must be comprehensive and unbiased. It should include every group and individual, regardless of religion, profession, language or other cultural or social background. There should be no fee for timely (e.g., within seven days) registration of a vital event.

15. The reasons for registration and its incentives— the enjoyment of privileges and rights contingent on proof of registration—be conveyed to the general public and target groups through an effective ongoing public awareness information, education and communication programme, which should include the annual designation and observance of a particular month (or week or day) as Registration Month (or week or day).

16. Consideration be given to issuing a free certificate for the timely registration of a vital or civil event for a trial period at the beginning of the information, education and communication programme in order to motivate the public to register births, foetal and other deaths, marriages and divorces.

17. Confidentiality of personal information in registration records be safeguarded through strict protocols on the release of individual civil registration and vital statistics records for research and public uses.

18. Wherever possible, a system of record linkage be implemented, so that, for example, a birth record could be linked to a marriage record or to the birth records of the parents, to the birth (or stillbirth) of subsequent children, to a divorce, and eventually to a death record, so as to provide invaluable information on individuals for genetic and family reproductive histories.

19. The new system be capable of providing satisfactory service to the public, particularly the issuance of certificates on a timely basis, as well as providing timely and reliable statistics to decision makers and policy makers of the Government.

20. The new system include, wherever possible, the use of technological means, such as microfilm and computers, to operate and maintain a database with an efficient retrieval system and adequate facilities for safe preservation and protection of documents from damage and other risks.

21. Priority be given to obtaining the support and cooperation of medical societies/physicians, as well as other medical personnel, such as nurses, midwives and staff at hospitals and health clinics, to streamline coverage, timeliness and quality in the registration of live births, deaths and foetal deaths.

22. Every effort be made to educate and train registration officials, particularly at the local level, to increase their skills in performing registration functions. All vital statistics personnel should also be targeted for training.

23. The involvement and commitment of tribal chiefs, village elders, religious/spiritual leaders, traditional birth attendants, community leaders/opinion makers, women's groups, politicians at all levels, persons who perform marriages, educational institutions etc. be obtained in order to help ensure the success of the Registration Improvement Programme, particularly at the community level.

24. A mechanism be established to monitor and evaluate the accomplishments (or failures) of the ED/COM campaign and the overall CR/VS Improvement Programme, and to make recommendations for further improvements to the system.

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Annex I
COMPREHENSIVE INDICATIVE WORK PLAN

An ED/COM programme/work plan should be an integral part of the overall national plan of action for the improvement of CR/VS systems. The following are guidelines for an ED/COM plan to be adapted in accordance with conditions and situation in the country undertaking a CR/VS improvement programme. The time-frame may be adjusted for unforeseen circumstances.

Year One

January	Establish ED/COM Office Establish Officials' Working Committee
February and March	Gather information on problems/deterrents (this two-month time-frame allocation is based on the assumption that the country has already done an in-depth study of the current CR/VS systems, and has defined problem areas and deterrents to complete registration; if this has not been done, then about six months will be needed, which will delay the presentation to the Government)
April	Determine initial goals and objectives
April and May	Formulate preliminary plan of action for ED/COM programme

Overall strategy

April to July inclusive	Prepare documentation to present to Government
August	Meet with the Government, obtain approval of proposed programme
August	Appointment of high-level Advisory Committee
August	Start writing handbook to train key officials/leaders/organizations (to be

finalized by November and produced by January of Year Two)

September and October	Prepare materials for meeting with medical society/physicians Take into account the in-depth study that assesses the current status of the CR/VS systems (prepared by the national committee or task force), prioritize the target groups for action (to attend seminars, training sessions etc).
October	Establish two subcommittees: (a) To design, produce and implement paid mass media and general campaign, and a general public information/news relations programme (b) To design, organize and implement training of level-one key leaders/officials/local registrars/target/interest groups etc. Start work on identifying target groups and leaders (to continue in Year Two)
October, November and December	Begin working on determining most effective means of communication with (a) general public and (b) target groups. Carry over into Year Two (February and March)
November	Establish goals, objectives, strategy Start work on the writing, design and production of training material required for trainers of other levels of ED/COM trainers, for CR/VS personnel at all levels, and special material for some target groups, such as village elders, tribal leaders, traditional birth attendants and illiterate people in rural areas. Some material should be subject-specific. There should be audio-visual material too. Make tentative estimates of quantities to be required. This activity should be carried

forward to Year Two; depending on the size/complexity of the country, it may take longer

December | Meet with medical society(ies)/physicians (this activity may have to be carried forward to Year Two)

November and December | Formulate initial general national plan of action for ED/COM programme (this may carry over to January of Year Two)

Training strategy

November | Determine who will attend training seminar(s) for communication/education leaders, key officials and organizations and date(s) and location(s) of the meeting(s) (January and February, Year Two)

December (carry over, as required) | Start work on determining who will train the second level of trainers, and how training will then proceed in a cascade fashion down to the community/target group/audience/individuals level (see chap. III.C.3 and chap. IV.D.1 for suggestions on organizing ED/COM training and drawing up a time-frame and required resources)

Start work on organization of these levels of ED/COM training; begin tentative planning for dates/locations etc. of training sessions. This training planning should be carried over into Year Two and probably more subsequent years, depending on the size of the country, both geographically and by population, and the complexity of organizing, developing and holding ED/COM training sessions/workshops for CR/VS staff at all levels, community leaders, key target groups etc. In a large, complex country, organization and preparation for these ED/COM training workshops will take from one to two years, and more time will probably be required

Determine:

(a) CR/VS registration personnel at all levels to receive ED/COM training, by categories and regions. Where possible, this should be done in coop-

eration and in conjunction with training in organizational/administrative/legal/technical aspects of the overall improvement campaign, which should be a separate function under the jurisdiction of management

(b) Other categories of persons to receive training, such as village elders, tribal leaders, traditional birth attendants, specific hard-to-reach target groups, education personnel, community leaders, other specific target groups, etc.

(c) Human resources required for the training seminars, utilizing, wherever possible, the ED/COM leaders and key officials and organizations already trained. Where possible, second from other departments personnel who are already experienced and capable communicators. Wherever possible, utilize persons with influence with specific groups to obtain their support and cooperation

(d) Identify and mobilize required human resources

Year Two
(and, if required, subsequent years)

January and February | Hold training seminars for key officials etc. (use handbook for ED/COM leaders and key officials/organization as training material)

January and ongoing to September or later, as required by circumstances | Continue work on:
(a) Identifying target groups/leaders segment, for example, into four or five main groups by March
(b) Identifying other persons to receive ED/COM training e.g. local registrars and vital statistics personnel
(c) Training materials
(d) Determining human resource requirements and mobilize them.

January to March | Creation and production of required ED/COM training materials, to be used for CR/VS registration staff, special interests, target groups etc. This should be done in conjunction with the subcommittee that is designing all materials for the overall cam-

	paign, which should have skilled writers on its staff
January ongoing to September	Continue organization of ED/COM training seminars: who will attend, where and when they will be held. Where possible, coordinate with training of local registrars by management (this action may require more time, especially if dealing with a large, complex country). If the country's registration systems are decentralized, this should be done in accordance with existing conditions. For example, if there are provinces with jurisdiction over registration, the national ED/COM Office should obtain the support and cooperation of the provinces, and work cooperatively with them on this and all aspects of the registration improvement programme
January, February and March	Determine deterrents to effective registration: (a) Conduct research to identify cultural beliefs, traditions etc. that discourage registration (a longer period may be required to conduct this research because field work will probably include a random survey in selected areas before information can be assembled, processed and analysed) (b) Other deterrents, e.g., financial, administrative, legal, technical
March and April	Develop measures to counteract those conditions and encourage current registration
January, February and March	Develop resources, requirements and time-frame Develop organizational and managerial strategies Carry on work on determining most effective means of communication with the general public and target groups Develop message(s) to be conveyed and strategies
February	Begin work on overall media campaign: Print media Radio Television
March and ongoing	Begin work on public information/news relations campaign, including press releases, suggestions for articles, opinion pieces, editorials, use of public affairs broadcasts, community events notices etc. and general unpaid editorial content
March and continuing	Determine use of other communication tools: Signs/billboards Brochures and pamphlets Information kiosks Contents for educational institutions
April to December (and continuing, as necessary)	Hold ED/COM training sessions. This is a complex component, described in chapters III and IV above, and will require considerable time, depending on the geographic size and population of the country and its administrative structure; actual ED/COM training workshops may take from two to five years or even longer
April and ongoing (to September)	Determine techniques for reaching special target groups and less privileged populations and rural areas: Mobile registration units Educating village elders, religious/spiritual leaders, community leaders Educating traditional birth attendants Periodical visits to villages by local registrars
April and May	Develop continuous long-term ED/COM publicity campaign action plan, and obtain approval
May	Determine tentative date of campaign start, length, intensity and follow-up
April to July (or longer, as required)	Design advertising campaign, including paid mass media advertisements Design other communication materials, including signs, banners, posters, brochures and pamphlets
April to December	Design non-commercial news relation campaign, including press releases, press kits, news articles, editorials, public service announcements, material for information kiosks, educational

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institutions etc. (major work on the news relations component will probably not start until about October)

August	Pre-test the above material, and adjust if required
August and September	Determine actual material requirements
August and September	Prepare detailed budget for campaign expenditures; if necessary, go back to the Government for final approval/ additional funding
October	Determine launch date and make (preliminary) bookings of time and space for paid advertisements
October to December	Produce the above campaign material
	Finalize and produce material (including illustrations) for non-paid media editorial content, such as drafts of speeches, press releases, press kits and public service announcements
October and November	Design system for monitoring effectiveness and impact of campaign and making any required adjustments
November and December	Finalize and obtain approval of national campaign (including commercial media advertising, public information, news relations, public affairs broadcasts and community event notices, and community involvement) and date of launch of campaign
	Final delegation of (human resource) duties/tasks
	Final booking of paid media advertisements

Year Three

Re-check all details, including drafting of announcements by Head of State, Minister and other political leaders of all jurisdictions

Deliver all material (posters, pamphlets etc.) to designated locations, arrange for sign erection etc.

February	Deliver news relations and public information to appropriate media channels
	CAMPAIGN LAUNCH: Head of State will announce that one month every year, such as February, will be designated "Registration Month"
February/ March and ongoing	The subcommittees, along with the Advisory Commitee and the ED/COM Office, would all be involved in the following activities:
	(a) Monitor and conduct research into the impact/effectiveness of the ED/COM campaign
	(b) Evaluate the campaign for the initial period and at set intervals thereafter
	(c) Make any necessary adjustments
May	Prepare draft report to the Government with recommendations
June	The Advisory Committee and the ED/COM Office will present a report to the Government

The mass media campaign should be repeated at previously established intervals on a continuous long-term basis.

The initial intensive campaign should last for three months: February, March and April.

Then, after an interval of six months— April to September—a less intensive campaign should take place in October and November. After a two month interval, in February of Year Four, begin a short intensive campaign— say, two months. Repeat annually or more often if monitoring and evaluation indicates that the mass media campaign should be used more frequently during that period for the first five years, or perhaps for a 10-year period, again depending on the country's size and other circumstances.

Note that the above is an indicative work plan, and the time-frame may not be appropriate in a large/complex country, where the preparation of appropriate materials, ED/COM training of village elders, religious/ spiritual leaders, traditional birth attendants and community leaders etc. may require several years before a campaign can actually be launched and implemented.

Annex II
ACTIVITIES/TIME-FRAME: ADVISORY COMMITTEE AND INFORMATION, EDUCATION AND COMMUNICATION OFFICE

In accordance with the indicative work plan contained in annex I above, in August of Year One the Advisory Committee should be appointed. Together with the ED/COM Office staff, it should carry out the following activities:

Year One

August (to continue into Year Two, as required)	Carefully analyse the findings of the study on the current status of CR/VS (prepared by the national committee or task force)
	Conduct research into deterrents and how to overcome them
	Set goals
	Set objectives
	Identify target groups and their leaders
	Determine strategies tailored to each target group
	Determine message(s)
	Obtain support of medical society/ physicians
	Start work on handbook for key officials/ leaders/organizations
October	The Advisory Committee and the ED/COM Office should establish two teams of experts to:
November (and carry over to Year Two)	(a) Organize and implement ED/COM training of leaders and key officials and organizations, civil registration staff, vital statistics personnel, special target groups etc. (this group should work, wherever possible, in cooperation and in conjunction with training of registration staff in administrative/organizational systems improvements, which will be under the jurisdiction of management)

(b) Design and implement mass media campaign and other campaign features, e.g., brochures and pamphlets, signs, posters, a news relations campaign, including public affairs/community events, press releases, non-paid editorial content and special events (an advertising agency may be involved in those activities, or they may be carried out by the ED/COM Office staff)

Those two subcommittees should work under the direction of the Advisory Committee, which should oversee all ED/COM Office activities. In turn, the Advisory Committee should work under the umbrella of the national committee (or task force) that oversees the CR/VS improvement programme

The two subcommittees will work closely and cooperatively in many aspects of the ED/COM programme. For example, the creative/design subcommittee should have communications experts who could advise the training subcommittee on how best to effectively convey messages etc., which would be invaluable in the preparation of ED/COM training materials, and could provide another point of view and—where necessary—make suggestions for revision of training materials. The creative/design subcommittee should do the layout and design of training materials and make sure that they are easy to read/understand, and attractive and contain good graphic illustrations, as well as help prepare good quality appropriate audiovisual materials and educational materials for specific tar-

get groups, such as illiterate people who do not understand government requirements and procedures

In turn, the training subcommittee should help the other subcommittee by providing information that would assist in the creation and design of the commercial mass media campaign and in the general news relations/public information programme.

General activities of the Advisory Committe and the ED/COM Office would include working with these subcommittees on those two aspects of the campaign

Year Two

General activities of the Advisory Committee and the ED/COM Office would include:

(a) Preparation of detailed budget to be taken back to the Government if necessary

(b) Development of inventory of resource requirements

(c) Development of organizational and managerial strategies

(d) Approval of campaign launch date; length and intensity of start-up campaign; and follow-up campaigns

Year Three

February	CAMPAIGN LAUNCH
February and ongoing	Conduct research on impact/effectiveness of campaign
	Make recommendations for adjustments to campaign, as required
June	Report to the Government on the campaign, and make recommendations for future action
Ongoing	Monitoring, evaluating, adjusting, making recommendations and reporting to the Government

A longer time period than that set out above may be required, particularly for ED/COM training of registration staff, vital statistics personnel and specific target groups (see chap. III.C.7, chap. IV.A.1 and annex I above for suggestions on developing the time-frame and required resources for training.

Annex III
ACTIVITIES/TIME-FRAME: SUBCOMMITTEE ON TRAINING

The subcommittee on training is responsible for training leaders, key officials and organizations, registration staff and vital statistics personnel at all levels, specific target groups, such as community and tribal leaders, village elders, traditional birth attendants, women's groups, and groups of illiterate people in remote rural areas etc. (see chap. III.C.3, chap. IV.A and annex I above).

Remember that all training in administrative/legal/ technical changes in the management, operation and maintenance of CR/VS systems will be under the jurisdiction of the management. This will be a separate function from the ED/COM training elements of the CR/VS systems improvement programme. Management will be responsible for writing and producing training handbooks, and for financing all aspects of that type of training. However, the ED/COM subcommittee on training will work cooperatively with the management; where possible, its training seminars/workshops will be held in conjunction with management training sessions.

Year One

October	Establish ED/COM subcommittee on training
October to December	Continue and finalize work, and produce handbook for training of top-level ED/COM leaders, key officials and organizations (writing should have started in June). Produce handbook by end of January Year Two for training sessions in January and February of Year Two
November	Start work on writing, design and production of ED/COM training material for other levels, including community/tribal/village leaders, traditional birth attendants, women's groups and other specific target groups
December	Determine which key personnel, leaders, organizations etc. should attend top-level ED/COM training seminars;

organize when and where meetings will be held

December (to continue in Year Two and later if required)	Start work on determining who will attend second level of ED/COM training (see chaps. III.C.3 and IV.D.1), and establish tentative organization of categories, groups to be trained, dates and locations of seminars/workshops

Determine:

(a) Other registration and vital statistics personnel to be trained by categories and regions.

(b) Other categories of persons to receive training, such as tribal leaders/ village elders, traditional birth attendants, education personnel, community leaders and spiritual and religious leaders

(c) Human resources required for training. Match requirements to available resources, and where required obtain additional appropriate human resources. Organize ED/COM training seminars (who will attend, where and when they will be held)

If the country's registration systems are decentralized, this should be done in accordance with existing conditions. For example, if there are provinces with jurisdiction over registration, the national ED/COM Office would obtain the support and cooperation of the provinces and work cooperatively with them on this and all ED/COM aspects of the registration improvement programme

Year Two

January and February	Hold training seminars for level-one ED/COM leaders, key officials and organizations etc. (use Handbook for principal training material)

January and March (or later, if required)	Produce other training materials (to be done in cooperation with subcommittee on the creation/design aspects of the ED/COM Programme)	May	Assist, as required, in preparation of draft report to the Government for the Advisory Committee and the ED/COM office
January to September (and ongoing, if required)	Complete organizational plans for further ED/COM training workshop/sessions	June	The Advisory Committee and the ED/COM Office should present a report to the Government, and should continue monitoring and evaluation
April to December (and ongoing, if required)	Hold ED/COM training sessions for second and lower levels of categories. This may require a longer period of time, depending on the country's size and administrative complexity. Wherever possible, those ED/COM sessions will be held in conjunction with management training in administrative/legal/technical aspects		The overall time-frame may be much longer, depending on the size and complexity of the country undertaking a CR/VS systems improvement programme, and may be adjusted accordingly
		Ongoing	Participate, as required, in the ongoing, continuous training aspects of the overall ED/COM programme

Year Three

| February | CAMPAIGN LAUNCH |
| March (and ongoing) | Assist, as required, in monitoring and evaluating impact and effectiveness of campaign and staff performance |

See Annex II for above description of how the subcommittee on training and the subcommittee on the creation, design and implementation of the mass media and general publicity campaign should work cooperatively together.

Annex IV
ACTIVITIES TIME-FRAME: SUBCOMMITTEE ON THE CREATION, DESIGN AND IMPLE-MENTATION OF THE MASS MEDIA AND GENERAL PUBLICITY CAMPAIGN, INCLUDING A NEWS RELATIONS PROGRAMME

Year One

October

Establish subcommittee. An advertising agency may be involved in the activities of this subcommittee, or they may be undertaken by the ED/COM Office staff

This subcommittee should have some involvement with production of the handbook for training of key officials/leaders/organizations. Drafting of that handbook by the ED/COM subcommittee on training should start in June of Year One and be finished by January of Year Two. Another initial task should be the design and production of training materials for other levels of registration staff, vital statistics personnel, key stakeholders, and tribal and community leaders, beginning November Year One and continuing in Year Two or later if the country's size and other circumstances makes a longer time period for preparation of this material necessary

The period required for the actual training of registration staff and vital statistics personnel, particularly at the local level, as well as key target groups, will depend on the size—geographically and by population—of the country (see chaps. III.C.3 and IV.A, as well as annex I above, for suggestions on drawing up a work plan and resources for training)

The period tentatively set for this training is from April to December of Year Two, but a longer time period will probably be required, depending on circumstances in the country

November and December

Work with Advisory Committee and ED/COM Office on:

    Goals

    Objectives

    Strategies

    Initial national plan of action

Deterrents to effective registration

Measures to counteract deterrents

Identification and segmentation of target groups

Year Two

January, February and March

Determination of most effective means of communication with:
(a) The general population
(b) Target groups

January, February and March

Develop message to be conveyed and strategies

March

Commence work on public information/news relations element of overall ED/COM programme, including writing and production of press kits, press releases, suggestions for news articles/editorials/opinion and advice columns, public service/community event notices etc., and general potential for unpaid media coverage in the commercial and non-profit media, special interest publications, and media and television programmes

April to July

Determine overall mass media campaigns, including use of:
(a) Radio stations and networks
(b) Television stations and networks
(c) Print advertisements

Design and production of material for paid media advertisements

Pre-test all materials before production

April to July — Determination of other communication tools, including:

(a) Signs, billboards and posters

(b) Brochures and pamphlets

(c) Other

Design of the above materials

Pre-test all material before production

May — Tentative determination of campaign launch date, length and intensity, and long-term continuous follow-up campaigns

April to July — Determine and design materials for (non-paid) public affairs programmes, community event notices, special events, news stories, editorials, press releases etc. in commercial media and non-profit media, special interest publications and radio and television programmes

October to December, carry over to January — Production of material to be distributed to media outlets

April to July — Determination and design of other material required for use in educational institutions, information kiosks and booths etc.

April to September — Work with overall ED/COM office on development of techniques to reach special target groups, especially illiterate people, tribal groups and those who live in rural areas with poor communications

August — Pre-test campaign material and special techniques to reach difficult target groups and general public

September — Prepare budget estimates for subcommittee's campaign activities, including paid advertisements in mass media and materials, such as posters and brochures; establish anticipated campaign starting date; and determine material requirements by type and location

October to December — Production of all material for print radio and television paid advertisement

Production of all material for non-paid media exposure, e.g., public service announcements, press kits, draft press releases, suggestions for news articles, opinion and advice columns, editorials etc., and speech materials

Production of all other materials required for the campaign, e.g., brochures and pamphlets, posters, signs, banners and billboards

October — Make tentative bookings for mass media advertisements

November and December — Obtain final approval of campaign, start-up date and length of campaign etc. Make definite time and space bookings in mass commercial media

December to January — Deliver all material (posters, signs, brochures, pamphlets etc.) to required locations and make arrangements for availability (e.g., erection of signs, distribution of pamphlets) just prior to date of campaign launch

Year Three

January — Re-check all details, including drafting of announcements by Head of State, Minister(s) and other political leaders of all jurisdictions, and confirm bookings for advertisements in mass media and deliver material

January — Deliver all news relations campaign materials and public information notices to the appropriate media channels and specialized publications

February — CAMPAIGN LAUNCH: Head of State will announce that one specific month every year, February for example, will be designated "Registration Month"

March and ongoing	The subcommittee, along with the ED/COM office and—as required—the subcommittee on training, should all be involved in the following activities:	

(a) Monitor and conduct research into the impact/effectiveness of the campaign

(b) Evaluate the campaign for the initial period and at set intervals thereafter

(c) Make any necessary adjustments

May	Prepare draft report for the Government with recommendations for the ED/COM campaign
June	The Advisory Committee and the ED/COM Office will present the finished report to the Government
Ongoing	The ED/COM mass media campaign and public information/news relations programme will be repeated at previously established intervals on a long-term continuous basis

For example, the initial intensive campaign would last for three months—February, March and April

Then, after an interval of six months—April to September—a less intensive campaign would take place in October and November. After a two-month interval, in February Year

Four, begin a short intensive campaign—for example, two months. Repeat annually, or more often if monitoring and evaluation indicates that the mass media campaign should be used more frequently. Prepare a five-year plan for the ED/COM aspects of the registration improvement programme; if required, prepare another five-year plan

The overall time-frame may be much longer, depending on the size and complexity of the country and may be adjusted accordingly.

See annex II above for a description of how this subcommittee and the subcommittee on training should work together.

Annex V
HUMAN RESOURCES REQUIRED (MINIMUM)

1. Registrar General of Civil Registration (or equivalent).
2. Head of Agency in charge of Vital Statistics (if civil registration and vital statistics are not combined).
3. Director, Information, Education and Communication Office.
4. Assistant Director.
5. Research and Planning Officer.
6. Secretary.
7. Since extensive travel will be required, it may be necessary to have one person designated to look after travel; depending on the circumstances, a driver may also be required.
8. Officials' Working Committee.
9. Advisory Committee.
10. Subcommittee on training.
11. Subcommittee to create and implement mass media and general education and communication public awareness programme.
12. It may be advisable to have a Project Director to oversee the overall Registration Improvement Programme, which would include implementation of other components, such as the legal framework, administrative/organizational improvements and automation of the registration systems.
13. Other personnel may be seconded from other departments/agencies, as required. It is presumed that their salaries would continue to be drawn from the department of their regular employment.

If the country's administration of civil registration/vital statistics systems is decentralized, then a determination should be made of the human resources required to meet the circumstances.

The human resources listed above are a guideline only, and may be adjusted in accordance with the size and complexity of the country undertaking an ED/COM programme within the overall CR/VS improvement programme; please note that the human resources requirements for the latter are not covered in the present *Handbook* because they are not within its scope.

ED/COM Office personnel

The following is a brief description of the types of qualifications and experience that will be required:

1. *Director*: This position requires a top-level person, with expertise in a wide variety of fields, such as communication in general, including its educational components, with considerable experience in some other government office, as well as a high level of organizational skills, with knowledge and experience in research and writing briefing papers to government officials and some speech-writing. The person must have an understanding of how the Government works and the ability to communicate effectively with such groups as the medical profession, lawyers and government officials, and should be able to draft long-term plans for monitoring and evaluating the programme, and have knowledge of the most effective means of information, education and communication, including all media.

   Desirable training and experience would include a university degree in journalism, public administration or a related discipline, with considerable experience in information, communication and education, preferably in both the commercial mass media and government service, or any equivalent combination of training and experience. Good judgement and ability to act independently would be required.

2. *Assistant Director*: This position requires a person with experience and expertise in actually working with the media of the country, knowledge of what media is most effective in each region and with which specific target groups, and the ability to write press releases, radio/tv spots, public affairs broadcast texts, speeches etc. This person would serve as Assistant to the Director of the Office, and would help in drawing up and implementing the first wide-scale media ED/COM campaign.

   Desirable training and experience would include a university degree in journalism or a related discipline, and considerable experience in commercial mass-media communications, advertising, public relations or any equivalent combination of

training and experience. Some experience in government communications would be an asset.

If option (a) is adopted (the Director of the ED/COM office has been seconded from existing government service—a top-level expert in communication), after the launch of the campaign and evaluation of the initial phase of implementation, the Assistant Director would become Director of the Office on an ongoing basis. The first Director should be involved in the initial monitoring and evaluation process, and in the drawing up, where necessary, of any needed adjustments to the campaign, before leaving this position and returning to his/her previous government service. The former Director may then also continue to be involved in an advisory capacity for some time—perhaps being brought back every two or three years thereafter to help evaluate the effectiveness of the campaign and make recommendations for improvements.

The Assistant Director should have experience in administration and a high degree of "people skills" in communicating with other government departments and officials at the regional/local levels. This person would be responsible for the actual bookings in a commercial media campaign, and for coordinating and placing print media advertisements, broadcast spots etc. in the media, and would have to draw up detailed budgets and approve invoices for payment to commercial media (if an advertising agency is engaged, this group would be responsible for actual media bookings and payment for advertisements in the commercial media). Also, the Assistant Director would arrange for talk-show participation and public affairs programmes. The Assistant Director would also be involved in ED/COM campaigns at the regional and lower administrative levels by providing suitable material, establishing guidelines, and, with the Director and the administrator of regional government services, determining the most effective media and methods of communicating the message both regionally and locally, especially to less privileged target groups within the population (e.g., illiterate persons, those who live in rural areas with poor communications

and/or where there may be cultural or traditional barriers to registration).

3. *Research and Planning Officer*: The person in this position would perform responsible professional work in the research and evaluation of a broad range of complex subjects, and would be responsible for analysing the results and recommending courses of long-term actions to senior government officials.

Duties would include the preparation of comprehensive reports and recommendations, and would require participating in meetings with a wide range of government officials and representatives of professions and occupations, as well as preparing submissions to the Cabinet. Those duties should be performed with a high degree of specialization, independent action and judgement.

Desirable training and experience would include a university degree in public administration, the social sciences or a related discipline, considerable experience in government planning and development, or any equivalent combination of training and experience.

4. *Secretarial/administrative support*: The person in this position, in addition to providing secretarial support services, would assist in administrative work. Duties would include typing and production of correspondence, reports, briefing/information papers to other departments, texts of training handbooks for officials, complex recommendations, and campaign material, such as texts for radio/television spots, public service announcements, news releases, speeches etc. Experience in word-processing and computer skills would be essential.

After government approval of the programme is obtained and a high-level Advisory Committee is appointed, it will probably be necessary to expand the staff of the ED/COM Office by adding persons with writing/research capability to help develop appropriate material, such as actual lessons for use in schools at various levels, material for training/information sessions with specific groups, and drafts for speeches, as well as material for pamphlets, print advertisements, broadcast spots, press releases etc. and a general news relations programme.

In addition, action at an early stage should be taken to obtain the services of an artist to work on the requirements for graphic material, beginning with a distinctive logo to identify the programme, as well as commissioning a piece of music that will be used consistently. Such services would be required on a relatively short-term basis, and would best be obtained through contracts.

Travel

The ED/COM Office staff would be required to travel extensively throughout the country to learn, at first-hand, the conditions of each area and the deterrents to registration, and to meet with local officials before formulating an overall campaign. Therefore, there should be provision for transportation, which may include the provision of a suitable vehicle and driver, as well as provision for any other necessary mode of travel, such as by light airplane or helicopter or by water to remote areas. If the country has a military force with such equipment, it may be possible to make arrangements to use such military equipment and pilots at no actual cost to the ED/COM Office.

Annex VII
BUDGET

Budgetary provisions should be made for the following components of the ED/COM programme.

1. Personal services:
    Project Director;
    Director of ED/COM Office;
    Assistant Director of ED/COM Office;
    Research and Planning Officer;
    Secretary;
    Others, including members of subcommittees on training and on creation and implementation of the public awareness campaign.
2. Operating expenses:
    Office space;
    Office furniture;
    Office equipment, including computers and word processors/printers;
    Stationery/supplies;
    Telephones/electricity.
3. Research and planning, including surveys.
4. Travel, including tour of country.
5. Meetings and training sessions of ED/COM Office staff and Officials' Working Committee, and Advisory Committee, with:
    Medical society/practitioners;
    Registration officials/groups/stakeholders;
    Registration staff at the local level;
    Target groups;
    Education officials;
    Legal profession;
    Others.
6. Design of all materials, including paid mass media advertisements, unpaid non-commercial media, brochures, signs, banners etc. (an advertising agency may be involved in this work; if so, include estimated fees for services, materials and commercial advertising time and space).
7. Pre-testing of above material.
8. Production of required material.
9. Expenditures for mass media and general education and communication campaign.
10. Monitoring and evaluation on impact/effectiveness of programme.

The components of the first stage of the overall CR/VS systems registration improvement programme may take an estimated two years; the initial budget should cover estimated expenditures for that period. A budget for an additional three-year period to cover operation of the ED/COM Office and the Advisory Committee, as well as ongoing mass media campaigns and general communication/public enlightenment programmes should also be prepared. If necessary, prepare budgets for an additional five-year period.

Annex VIII
AUTOMATED SYSTEM FOR THE TARGET GROUPS

If an automated system is used for the target groups, the directory should be built using coding features to establish specific standards for the maintenance of the records, so as to ensure consistency within the database and for retrieval purposes.

The coding should be tied to specific fields that can consist of alphabetic characters, numeric characters or alpha-numeric (or numeric-text) characters. The length of the coding is dependent on the volume of classifications within each table. A code must be unique to only one description within a specific table.

To ensure that the system is comprehensive and user friendly, both the descriptive data and the coding should appear on screen.

The following is a sample screen that may be used as a guide to better understand the more detailed information which follows regarding the record layout and code tables:

Sample Screen

NAME: Jack M. Fraser

TITLE: Hospital Chief Administrator

TARGET GROUP: 01

ADDRESS LINE 1: 23 Read Avenue

ADDRESS LINE 2: Box 23875, Station 5

COMMUNITY: 02354

PROV/STATE/COUNTRY: (complete—or postal standard abbreviation)

ZIP/POSTAL CODE: 20592   TEL: 305-999-9999
                          FAX: 305-999-7777

PROFESSION/OCCUPATION: 004

DUPLICATE LISTING*: X

* "Duplicate listing" may be used as an indicator for programming purposes to prevent duplicate mailings to one individual.

Code tables

Note: For coding purposes, it is preferable to sort information alphabetically.

Target groups

Code	Description
01	Government (heads of State, concerned ministers and deputy ministers, regional and local government officials etc.)
02	Civil registration and vital statistics staff
03	Medical society/practitioners
04	Hospitals, health clinics, township hospitals, rural health stations, mobile health units, public health officials
05	Coroners (or their equivalent)
06	Midwives, birth attendants, village leaders etc.
07	Funeral directors, morticians (or their equivalent)
08	Ecclesiastical authorities/religious groups, spiritual leaders
09	Persons responsible for customary religious/ traditional marriages
10	Persons responsible for civil marriages
11	The courts, law societies, legal education officials
12	Organizations concerned with human rights
13	Appropriate educational institutions and groups
14	Public opinion makers, regional and community leaders, tribal chiefs, sheiks and village elders
15	The general population
16	Women's groups and associations
17	Main users of CR/VS information and data, including planners, policy makers and researchers
18	Children's clubs and associations; e.g., boy scouts, girl guides, sport teams, non-governmental associations

Profession/occupation

Code	Description
001	Physician
002	Nurse
003	Midwife/birth attendant
004	Government official
005	Funeral director/mortician
006	Marriage solemnizer
007	Community leader/chief
008	Education official

Code	Description
009	Planner
010	Miscellaneous

Communities and/or province/state/county

The coding of communities and/or provinces/ states/counties should be formulated in accordance with the country's geographic (or postal) standards. It may be possible to obtain such information from the National Statistical Office.

The community codes and/or province/state/ county codes are very useful for producing lists of mailing labels for specific target areas or occupational groups. If available in the country, postal codes or their equivalents may also be used for this purpose.

Duplicate listing

This is simply an indicator field in which "X" is entered if one given person is entered in the database from more than one target group. It is suggested that the indicator be left blank within the primary target group and that "X" be entered for the other groups. When producing an entire mailing list, the condition would indicate: "If duplicate listing NE(not equal) X,...then generate." Only the primary listing would be generated in such instances.

When producing mailing labels for specific target groups, the field "duplicate listing" can be ignored or used to review the duplications before generating the labels.

Record layout

The record layout consists of all fields contained in the database. Each field is usually identified by its position, character length and type, full description and short name (optional, dependent on system environment).

When applicable, the short name is established for programming purposes to generate required data or mailing labels of all or specific target groups.

Pos	Length	Type	Description	Short name
1	40	A	Name	NAMEINDV
2	35	A	Title	TITLEIND
3	02	AN	Target group	TARGETGR
4	25	AN	Address line 1	ADDLINE1
5	25	AN	Address line 2	ADDLINE2
6	25	A	Community name	ADDRCOMM
7	05	AN	Community code	ADDRCODE
8	?	?	Prov/state/country	PRSTCOCD
9	09	AN	Postal code	ZIPOSTCD
10	10	AN	Telephone number	TELNUMBR
11	10	AN	Facsimile number	FAXNUMBR
12	03	AN	Profession/ occupation	PROFOCCP
13	01	A	Duplication listing(indicator)	DUPLICAT

A = Alphabetic character
AN = Alphanumeric (or numeric text)

Data edits

Edits should also be built in to validate some of the data being entered. Such edits would be put in place on specific fields to reduce the potential for errors. For example:

(a) An editing formula can verify the format entered for a postal code. For example,

E3B 5H1 vs E/B 5H1, or 12R 3B5 vs I2R 3B5

(no alphabetic characters should be entered in a numeric postal code);

(b) Value set to GREATER THAN 000 or LESS THAN 200 or 999 (unknown) (to recognize the acceptable values 001 through 200 and 999 and prevent unacceptable values, such as 201 through 998, from being entered in error);

(c) Numeric characters not acceptable (no numeric characters should be entered in a strictly alphabetic character field);

(d) Alphabetic characters not acceptable (no alphabetic characters should be entered in a strictly numeric character field).

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Annex IX
CONTENTS FOR PAMPHLETS/BROCHURES

The present annex provides examples on contents for pamphlets/brochures related to the registration of live births, marriages, deaths and divorces.

REGISTERING
YOUR CHILD'S BIRTH
IT'S IMPORTANT

> **Insert illustration:**
> **photograph or**
> **art work**

Having a baby is one of life's most exciting events, and officially registering the birth is the most important first step in giving your child the best possible start in life.

In (name of country), all parents are responsible for registering their child's birth at the local civil registration office within seven days.

Registration, which includes giving the child a name, is important because it is a permanent, legal birth record. It establishes the date and place of birth and the child's filiation—the relationship between the child and its parents—and with his/her country of birth.

BENEFITS

After registration, a birth certificate may be obtained, which will show that the child is entitled to many government services, such as health care (including immunization and vaccination) and school enrollment, and which will enable the family to obtain social benefits.

If your baby's birth is not properly registered, your child will have no legal identity or nationality, and will not be guaranteed the rights and privileges enjoyed by other residents of (name of country).

HOW TO REGISTER THE BIRTH

This pamphlet explains the procedure for registering the birth of your child.

Please follow these procedures carefully because you, as a parent, are responsible for ensuring that your child's birth is correctly entered in the civil status registry of (name of country).

Next, give specific instructions for the country concerned, perhaps in these categories:

What documentation etc. is needed to register a birth

When, where and how to register a birth

Who registers the birth

How to choose your baby's name

If you have a child whose birth was never registered, how do you do a delayed registration of birth

If a parent cannot register a birth, who else can do so—e.g., grandparent, guardian etc.

How to obtain a birth certificate

For more information, please contact:

_____ _____

_____

_____

Business hours are from 10:00 a.m. to 4:00 p.m.

NOTE: If birth certificates are available in other government offices in communities throughout the country, you may wish to include this information in the pamphlet. Use both sides of the paper for a pamphlet/brochure.

GETTING MARRIED

[Insert illustration: photograph or art work]

Your marriage is a most important event in your life. In (name of country), it must be officially registered at the local civil registration office of the community where either the bride or groom resides within 14 days.

A marriage record provides permanent proof of the date and place of the marriage. It names the parties to the marriage, confers legitimacy to the formation of a family, defines legal responsibilities for family support and provides evidence of the filiation—parentage—of children of the marriage.

The Government protects your newly constituted family by officially registering your marriage in a special registry that is permanently preserved.

Registration is necessary for the issuance of a Certificate of Marriage, which may be necessary to establish rights to family benefits, such as family allowances, housing subsidies and tax deductions.

In (name of country), marriages that are recognized civilly may be performed by ministers, priests, imams and other persons designated by various religious organizations, as well as officials, such as judges, clerks and deputy clerks of the courts, magistrates and civil administrators appointed by the Government.

These persons are responsible for ensuring that your marriage is properly recorded with the appropriate Civil Registry officials.

But newly-weds would be well-advised to make follow-up enquiries at the local Civil Registry Office* because, until the marriage is officially registered, no Certificate of Marriage may be issued.

When your marriage is solemnized, both the bride and groom are required to sign a Registration of Marriage form, which the person officiating at the ceremony must then deliver to the local Civil Registration Office within 30 days.

Before this document is signed, both parties to the marriage should carefully review all of the information on it to make sure that all names, including those of their parents, are spelled correctly, and that their dates and places of birth, as well as the date and place of the marriage and current residences, are listed correctly. The marital status of each party to the marriage—single, widowed or divorced—should be correctly indicated on the marriage registration form.

Next, list the general conditions for marriage in the country concerned. For example, marriage can only be solemnized between a man and a woman who publicly express their free and enlightened consent to the marriage; therefore there can be no official marriage between homosexuals, and there may be a requirement for two adult witnesses. Birth certificates may be required as proof of age. The country probably has established a minimum age for marriage—16 years, for example—and the requirements for parental or guardian's consent for the marriage of any party to the marriage who is a minor (generally under 18 years old) may have to be specified. Non-Muslim parties to a proposed marriage must be free of any previous matrimonial bond, and the proof required to provide evidence of eligibility to marriage (for example, a divorce or death certificate) should be specified in the pamphlet. In addition, in most countries consanguinity is generally a bar to marriage—neither spouse may be an ascendant—mother or father, or descendant—daughter or son, or brother or sister, whether the relationship resulted from blood ties or from adoption. Marriage is usually also prohibited between half-brothers and half-sisters.

The country may also have laws concerning the surname of a spouse after marriage; if so, that information should be included in the pamphlet.

If a marriage licence or publication of notice of the proposed marriage is required before a marriage may be solemnized, the pamphlet should contain detailed information about those requirements.

For further information, please contact:

_____

_____

_____

(State business hours as well)

If marriage registration certificates or other services are available at other government offices throughout the country, then give all possible information.

NOTE: Use both sides of the paper in a pamphlet/ brochure.

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*NOTE: It may be a requirement that the marriage be registered in the district where the bride or groom resides, which might be different from the local Civil Registration Office.

In (name of country), it is necessary to register every death to the nearest local Civil Registry Office within 48 hours.

Although the death of a loved-one is the cause of great sorrow, it is legally necessary that the next of kin—generally the spouse if the person is married, otherwise a son, daughter, father, mother or other close relative—complete and sign a Registration of Death form.

To register a death, it is also necessary to have a physician or coroner or equivalent sign a certification of the cause of death.

To obtain a burial or cremation permit, it is necessary to first register the death, after which the burial/cremation permit will be issued.

Even the death of an infant who has lived only minutes, hours or days after birth must be registered at the nearest registration office.

It is very important to make sure that every death is promptly registered in order to obtain a Certificate of Death, which may be required to:

Establish inheritance rights

Make insurance claims

Claim a widow's pension

Claim an allowance for children

Establish the right of the surviving partner
    to remarry

A funeral director may assist in filling out a Registration of Death form by the next of kin or a close relative of the deceased, but the informant will have to supply accurate information on the full name of the deceased person, the date and place of birth, the last domicile, the names of the mother and father, and—if the deceased was married—the spouse's name. The informant must carefully review all information on the form to make sure that it is accurate. A witness may be required to sign the registration form as well.

Determine exactly who—the informant or the funeral director or equivalent—is legally responsible for ensuring that the Death Registration form gets to the local Civil Registry Office, and include this information in the pamphlet. Also, where are Registration of Death forms available?

There should be a separate detailed set of instructions to physicians/coroners or their equivalent, particularly on International Causes of Deaths classifications. These would be in a handbook or booklet form.

For further information, please contact:

_____

_____

_____

(State business hours)

If other government offices can supply information, please list them in this pamphlet as well.

NOTE: Use both sides of the paper for a pamphlet/brochure.

REGISTRATION OF DIVORCE

To: All people getting a civil divorce in (name of country).

After you have completed all of the legal procedures and have obtained a civil divorce in (name of country), it is the responsibility of the parties to the divorce—you and your former spouse—to officially register this divorce at the nearest local Civil Registration Office within 30 days.

HOW TO REGISTER A DIVORCE

To do this, you should take an original divorce decree or a certified true copy issued by the court where you obtained your divorce and a certificate of your former marriage (NOTE: This is optional, and may not be necessary if the divorce decree states the date and place of the previous marriage) to the local Civil Registration Office,* together with some personal identification documentation, such as a citizen identification card and/or a birth certificate.

At the local Civil Registration Office, you will fill out a divorce registration form, attach the required documentation specified by regulation, and the divorce will be entered into the official registry. This will provide permanent, legal evidence that your previous marriage has been dissolved, and after this event is registered, you may obtain a Certificate of Divorce.

This Certificate will provide legal evidence that you are now able to remarry, and it may also provide evidence of eligibility for a number of government benefits, such as child or family support allowances, a housing subsidy or other rights and entitlements contingent upon marital status and age, as well as to obtain release from financial obligations incurred by your former spouse. A divorce may also affect nationality and citizenship.

It is important that your divorce be registered promptly. So as soon as the decree is final, make sure that you (or your former spouse) deliver it at once to the proper local Civil Registration Office.

Local Civil Registration Offices are located throughout the country and are open for business from Monday to Friday from 10:00 a.m. to 4:00 p.m.

For further information, please contact:
(Name and address of Civil Registration Office, fax, e-mail and telephone numbers)

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*It may be decided that the divorce be registered in the local Civil Registration Office where it occurred.

Annex X
UNITED NATIONS DEFINITIONS

A. THE CIVIL REGISTRATION METHOD

Civil registration may be defined as the continuous, permanent, compulsory recording of occurrence and characteristics of vital events (as defined below), and as provided through decree of regulations, in accordance with the legal requirements in each country. Although civil registration is carried out primarily for the value of the legal documents as provided by law, the usefulness of these records as a source of vital statistics is universally recognized.[a]

B. THE CIVIL REGISTRATION SYSTEM

A civil registration system refers to the entire administrative, legal, institutional framework, including the personnel, registration network, procedures, record-keeping and retrieval, certificate issuing, outputs, services to other agencies, and all other activities pertaining to civil registration in a country (or state/province). The civil registration system, therefore, encompasses both the registration method and all institutional, technical, and legal settings associated with it.

C. THE VITAL STATISTICS SYSTEM

A vital statistics system, irrespective of how it is organized, is defined as the total process of (a) collecting by registration, enumeration or indirect estimation of information on the frequency of occurrence of certain vital events, as well as relevant characteristics of the events themselves and of the persons(s) concerned; and (b) compiling, analysing, evaluating, presenting and disseminating those data in statistical form.[b]

D. TYPES OF VITAL EVENTS TO BE REGISTERED[c]

The juridical function of civil registration is to register the occurrence of acts and events that constitute the source of civil status. Those events are called vital events. The vital events that most countries are concerned with include live births, deaths, marriages, judicial separations, divorces, annulments, adoptions, legitimations and recognitions.

In addition to the above events, another event—foetal death—may be considered for registration. In this case, the registration is carried out for medical or statistical purposes only.

It is essential that vital events be recorded in authentic documents that can be used as proof of occurrence and of legal registration. Those documents are the records of civil registration (vital event records).

E. DEFINITIONS OF VITAL EVENTS

In *Principles and Recommendations for a Vital Statistics System*, statistical definitions for each vital event are recommended for international comparative purposes, as reproduced below.

1. Live birth

Live birth is the complete expulsion or extraction from its mother of a product of conception, irrespective of the duration of pregnancy, which, after such separation, breathes or shows any other evidence of life, such as beating of the heart, pulsation of the umbilical cord or definite movement of voluntary muscles, whether or not the umbilical cord has been cut or the placenta is attached; each product of such a birth is considered live-born. All live-born infants should be registered and counted as such, irrespective of gestational age or whether alive or dead at time of registration, and if they die at any time following birth, they should also be registered and counted as a death.

2. Foetal death

Foetal death is death prior to the complete expulsion or extraction from its mother of a product of conception, irrespective of the duration of pregnancy. The death is indicated by the fact that after such separation the foetus does not breathe or show any other evidence of life, such as beating of the heart, pulsation of the umbilical cord or definite movement of voluntary muscles. Three major categories of foetal death are:

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[a] See *Principles and Recommendations for a Vital Statistics System* (United Nations publication, Sales No. E.73.XVII.9), para. 278.
[b] Ibid., para. 37.
[c] See *Handbook of Vital Statistics Systems and Models*, vol. I, *Legal, Organizational and Technical Aspects* (United Nations publication, Sales No. E.91.XVII.5), paras. 122-145.

(a) Early foetal death: death at less than 20 completed weeks of gestation;

(b) Intermediate foetal death: death at 20 or more but less than 28 weeks of gestation;

(c) Late foetal death: death at 28 completed weeks or more of gestation.

The term "stillbirth" should be used only if it is essential for national purposes, and it should be regarded as synonymous with late foetal death.

3. *Death*

Death is the permanent disappearance of all evidence of life at any time after live birth has taken place (post-natal cessation of vital functions without capability of resuscitation). This definition therefore excludes foetal death.

4. *Marriage*

Marriage is the act, ceremony or process by which the legal relationship of husband and wife is constituted. The legality of the union may be established by civil, religious or other means, as recognized by the laws of each country.

5. *Divorce*

Divorce is a final dissolution of a marriage, that is, the separation of husband and wife, which confers on the parties the right to remarriage under civil, religious and/or other provisions, according to the laws of each country.

6. *Annulment of marriage*

Annulment is the invalidation or voiding of a marriage by a competent authority, according to the laws of each country, which confers on the parties the status of never having been married to each other.

7. *Judicial separation of marriage*

Judicial separation is the disunion of married persons, according to the laws of each country, without conferring on the parties the right to remarry.

8. *Adoption*

Adoption is the legal and voluntary taking and treating of the child of other parents as one's own, in so far as provided by the laws of each country.

9. *Legitimation*

Legitimation is the formal investing of a person with the status and rights of legitimacy, according to the laws of each country.

10. *Recognition*

Recognition is the legal acknowledgment, either voluntarily or compulsorily, of the maternity or paternity of an illegitimate child.

The present *Handbook* deals with education/communication and information for the registration of live births, deaths, foetal deaths, marriages and divorces only. But the discussion is generally applicable to all the other vital events mentioned above since the basic principles of registration, data processing and data dissemination are similar for all vital events.

Annex XI
A MOBILE REGISTRATION OFFICE IN CHILE

With modern technology, the mobile civil registration office provides service to people living in remote, rural and semi-rural places in Chile. In 1996, a mobile office for civil registration was added to the network of 477 local registration offices in Chile, as part of the permanent national improvement programme of civil registration, identification and vital statistics systems. This photo of the mobile office was printed on a Christmas and New Year card and distributed to the staff nationwide, with the greetings from the National Director of the Civil Registration and Identification Service, based in Santiago.

A. GENERAL CHARACTERISTICS

1. *Main features*

The mobile office emerged in response to the need to have some means of providing quick and expeditious service to users that live in remote areas, and who do not have the facilities to travel to established local offices. It was designed and implemented to operate and function in any area of the national territory, and is capable of carrying out similar functions to those performed in any local registration office. The mobile office is now operational in both urban and remote

locations, since it has built-in living facilities for the two staff members, who travel for long periods of time.

The mobile office is basically composed of a reinforced structure mounted on a vehicle. A room is designed and built within the structure in accordance with service requirements. The room is provided with the most modern communication systems and equipment for the performance of all functions for which the mobile office was conceived.

2. *Communication via satellite*

The mobile office has a satellite communication system for on-line connection of several computers with the central mainframe from every part of the country. To that end, the unit has a parabolic antenna that establishes communication by means of the satellite *Pamsar 1* with the land station in La Florida. From there, connection is established with the mainframe computer of the Service at Santiago, which controls the database for civil registration.

3. *Equipment to service the public*

The mobile unit has two laptop personal computers (PCs) and two printers so that computer-based certificates of vital records can be issued and vital events recorded as they would be in any local registration office. If need be, the computers can be moved outside to perform similar functions, for example, when marriage ceremonies are taking place.

The office has two working areas from which service is provided to the public through two windows. The public standing outside, close to the vehicle, are protected under a sun roof activated from the vehicle. The sun roof can be folded afterwards.

To celebrate marriages or facilitate the undertaking of other functions, the unit has a nine-square-metre tent made of a light fabric resistant to any climate.

4. *Support equipment*

For the proper implementation of the activities entrusted to the mobile office, the unit is provided with a series of accessories and support equipment so that the two officials can travel to remote places. It also has all the necessary means to ensure a comfortable living quarters for two employees during a long period of time. In addition, it has the necessary equipment for permanent communication with the Service. Support equipment includes portable toilets, bathroom facilities, refrigerator, microwave, air conditioning, cellular phone, radio system, fax, security box, anti-theft security systems, and a satellite searching system.

The mobile office has a portable generator that is capable of feeding all other systems in the vehicle. Furthermore, it has an electric plug, with its own electrical meter reading system, to get electricity from outside, when in urban areas.

B. CONSTRUCTION AND MAINTENANCE COSTS

The construction and maintenance costs are based on the mobile office currently in operation in the Service. These may be considered as reference information when and if a second unit is required since costs are subject to variation according to the final specifications of the mobile office.

1. *Structure and accessories of the mobile unit*

The structure and accessories of the mobile unit include the truck, office structure and accessories—a tent for ceremonies, computer equipment (two laptop PCs and two printers) and communication equipment (a satellite and support equipment).

The total cost of construction and accessories was US$ 100,000, plus 3,300 unidades de fomento (UF) plus tax.

2. *Monthly expenditures: communications line*

UF 47, plus tax.

3. *Maintenance: monthly expenditures*

UF 30, plus tax.

4. *Annual insurance cost*

US$ 300, plus tax.

CONSOLIDATED LIST OF SOURCE MATERIAL

The list set out below, which is arranged in alphabetical order, contains references to:

(a) General works on advertising, social marketing, communication for development etc.;
(b) Key United Nations manuals on civil registration/vital statistics methods;
(c) Studies on civil registration and the collection of vital statistics in selected countries conducted by the United Nations and various Governments, international development institutions and academic bodies.

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