The Republic of Rwanda

CIVIL REGISTRATION AND VITAL STATISTICS SYSTEMS OF RWANDA

NATIONAL STRATEGIC PLAN

2017/18 – 2021/22

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National Identification Agency
National Institute of Statistics of Rwanda
Ministry of Local Government
Ministry of Health
Ministry of Justice
Ministry of Gender and Family Promotion

Menyekanyisha buri wese kuko ari uw'agaciro!

Make every life known and count!

unicef
for every child

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Abbreviations and acronyms

|	
AfDB	: Africa Development Bank
APAI-CRVS	: Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
BPM	: Business Process Map
CHWs	: Community Health Workers
CoD	: Causes of Death
CR	: Civil Registration
CRO	: Civil Registrar Officer
CRVS	: Civil Registration and Vital Statistics
DP	: Development Partners
EICV	: Enquête Intégrale sur les Conditions de Vie des ménages Integrated Households Living Conditions Survey
FBOs	: Faith-Based Organizations
HLCC	: High Level Coordination Committee
HMIS	: Health Management Information System
ICDs	: International Classification of Diseases
IT	: Information Technology
MDC	: Medical Death Certificate
MIGEPROF	: Ministry of Gender and Family Promotion
MINALOC	: Ministry of Local Government
MINECOFIN	: Ministry of Finance and Economic Planning
MINEDUC	: Ministry of Education
MINIJUST	: Ministry of Justice
MOH	: Ministry of Health
MYICT	: Ministry of Youth and Information, Communication & Technology
NCC	: National Commission for Children
NGOs	: Non-Governmental Organizations
NIDA	: National Identification Agency
NISR	: National Institute of Statistics of Rwanda
PESTEL	: Political, Economic, Social, Technological, Environmental and Legal
NPR	: National Population Registry
RBC	: Rwanda Biomedical Centre
RDHS	: Rwanda Demographic and Health Survey
RLRC	: Rwanda Law Reform Commission
RMDC	: Rwanda Medical and Dental Council
RPHC	: Rwanda Population and Housing Census
RSSB	: Rwanda Social Security Board
RWF	: Rwandan Francs
SDGs	: Sustainable Development Goals
SWOT	: Strengths, Weaknesses, Opportunities and Threats
UN	: United Nations
UNECA	: United Nations Economic Commission for Africa
UNHCR	: United Nations High Commission for Refugees
UNICEF	: United Nations Children's Fund
VS	: Vital Statistics
WHO	: World Health Organization
VA	: Verbal Autopsy
SIS COM	: System d'Information Sanitaire Communautaire/Community Health Management Information System

PREFACE

A well-functioning system of registration of vital events would enhance the efficiency and effectiveness of the management and delivery of government services, including health and social welfare benefits to the people. It is also the source of reliable, current and continuous information on vital events that would support informed decision at all levels. Although civil registration system has been operational in Rwanda for many decades, it has not yet reached its full potential.

A holistic approach required to bring about a well-functioning CRVS system should be predicated on a complete understanding and knowledge of the current state of the CRVS systems in the country and aligned to international principles and recommendations. Heeding the call by the Second Conference of African Ministers Responsible for Civil Registration in September 2012, that all countries conduct a comprehensive assessment and integrate strategic planning recommendations resulting from the assessments into government mainstream national plans; the government of Rwanda undertook the assessment from August to October 2016.

The findings from the assessment have been useful in the development of a five-year full-fledged strategic plan to reform and enhance civil registration processes and practices in Rwanda. This strategic plan will serve as roadmap for the next five years of its implementation geared towards providing legal identity for all children born in Rwanda, to facilitate access to a range of social services as well as contributing to the development of vital statistics needed for proper planning and monitoring of intervention programmes. All stakeholders shall be expected to do their best in ensuring that the strategic outcomes and objectives identified in the plan are achieved. This strategic plan will eventually cascade down to all institutions involved in the CRVS processes and form the basis of our performance management system. In the whole process of the CRVS improvement process, we commit to make monitoring and evaluation a hall-mark of the strategy execution progress on a frequent and regular basis.

The CRVS reform planning process was conducted under the joint leadership of the National Institute of Statistics of Rwanda and the National Identification Agency, in collaboration with the Ministry of Local Government, Ministry of Health, Ministry of Justice, Ministry of Gender and Family Promotion, National Commission for Children, United National Children's Fund, United Nations Economic Commission for Africa, African Development Bank, Plan International Rwanda, and World Vision Rwanda. We wish to acknowledge the dedication and commitment of the CRVS team members in carrying out the exercise. Special appreciation goes to the leadership of the partner institutions for releasing their senior staff to participate in the exercise for an extended period of time, whenever their inputs were required. The development of this strategic plan could not have been completed without substantial contributions, both financial and technical of UNICEF, UNECA and AfDB.
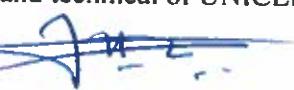
Yusuf MURANGWA
Director General, NISR

Josephine MUKESHA
Director General, NIDA

EXECUTIVE SUMMARY

Civil registration and vital statistics system has important uses for individuals, societies and the government. For individuals, copies of registration records can be used as legal documents for evidentiary purposes. Information compiled from registration records are needed for administrative applications such as public health programmes and the electoral roll. It also serves as the starting point for a number of operational programmes, particularly in family planning, medical research, maternal and child care programmes, historical demography, genetic studies and so forth. The establishment of the vital events registration system is in-line with the national development plan of Rwanda.

The civil registration system is not well developed in Rwanda. As a result, like in many other African countries, most of our people have come into this world and left without leaving a trace on official records. Our people have been living without being legally recognized and therefore not benefiting from a continuous supply of reliable data on vital events to support informed policy making, implementation and monitoring of development plans. In its place, the need for vital statistics was met by conducting expensive periodic surveys and decennial population censuses. Also, in the absence of reliable information on causes of death there is no solid basis to determine which diseases have major impacts on the population. All these imply that our citizens do not have the proper document to enable them to enjoy their rights; our plans and policies are not informed by the realities on the ground due to a lack of timely and continuous evidence on vital events; and we are missing opportunities to improve good governance and deliver basic services due to the fact that civil registration processes are not integrated with other relevant government systems and processes

There is therefore an urgent need for a strategic shift to improve the state of affairs of registering key vital events of our people for the betterment of our society. This plan was developed from the strategies identified to overcome the internal weaknesses and external threats observed from the comprehensive assessment and desk research conducted in 2016. The plan sets direction and establishes areas of priority for CRVS systems for the next five years and beyond to enable Rwanda realize its CRVS vision, *"Make every life known and count!" ("Menyekanyisha buri wese kuko ari uw'agaciro!").* It is expected to help all key CRVS stakeholders prioritize what needs to be worked on urgently to achieve the vision; ensure that the country remains focused on already identified activities and align resources in order to leave no one behind. Importantly also the strategic plan is a communication tool to all concerned stakeholders so as to ensure the required actions at all levels.

The mission of the desired CRVS system is *"To build a modern, timely, complete and integrated CRVS system to ensure legal identity for all, good governance and evidence-based decision making for sustainable development".* It envisages that by establishing a permanent, continuous, compulsory and universal vital events registration and vital statistics system the three identified strategic outcomes - *Legal identity and rights for all; Good governance and accountability; and Reliable statistics* - would be achieved by 2022. This people centered mission is expected to be achieved on basis of the following core values which are *Excellence and Innovation (Kugira umuco wo kuba indashyikirwa no guhanga udushya); Collaboration and teamwork (Gukorera hamwe): Commitment to achieving results (Kurangiza ibyo*

watangiye); Transparency and accountability (Gukorera mu mucyo no kubazwa ibyo dukora), and Perceptiveness (Gushishoza). These values will guide the day-to-day behaviour of all employees of the key stakeholders directly involved in the CRVS system.

The achievement of the three strategic outcomes is expected to transform the existing CRVS systems into an integrated system which will ensure the desired vision in the long run. The strategic outcomes embody a total of 13 strategic objectives, which cascade down through a number of strategic initiatives. The document also elaborates the value chain which defines the CRVS operations at a strategic and high operational level. The value chain demonstrates how NIDA, NISR, MOH and MINALOC operate from a systems and process perspectives towards achieving the identified strategic outcomes. The value chain would assist the various stakeholders to see how they integrate, why they should collaborate and where they complement each other.

The document further details the critical success factors required to make the CRVS initiative a reality. These were identified as: Leadership driving change; Resources; Integrated strategic plan; integrated project management; Performance management system; Ownership by stakeholders; Risk Management; Coordination mechanism for CRVS. The document looks into monitoring and evaluation provides mechanisms for tracking progress and identifying gaps in the implementation of the CRVS systems. It will also facilitate review of the annual work plans as well as a comprehensive review of the entire strategic plan at the end of the fifth year.

To reform the existing civil registration and vital statistics systems in Rwanda, including cause of death recording and reporting, the investment required is estimated at about 26 million US dollars over 5 years period. The Rwanda government is committed to put the system in place however the funding gap, estimated at about 47 percent, could slow down the speed of expected coverage of vital events but will not deter the implementation of the system.

CHAPTER 1: STRATEGIC OVERVIEW

This strategic overview provides a brief introduction and background on the geography, population characteristics, political and administrative structures and history of civil registration and vital statistics (CRVS) in Rwanda.

1.1   Geography and population

Rwanda is a landlocked country in East Africa. It is bordered by the Democratic Republic of the Congo to the west, Uganda to the north, Tanzania to the east, and Burundi to the south. Rwanda has a total surface area of 26,338 square kilometers.

It is a mountainous country with the lowest point about 950 meters above sea level and the highest point about 4,507 m. The terrain is hilly and the country is often referred to as "the land of a thousand hills".

The demographic profiles of Rwanda are similar to most developing countries. The total population of the country was projected at

Figure 1: Map of Rwanda by administrative divisions[1]

11,533,446 in 2016, out of this 51.8 percent were women and 48.2 percent were men. Out of the total projected population of Rwanda for 2016, 43.4 percent were children under 15 years of age, thus making the population relatively young. From the last two population and housing censuses of Rwanda, the natural growth rate of the population was 2.6 percent between 2002 and 2012 and 3.1 percent between 1978 and 1991. The projected crude birth rate in 2016 was 30.5 per 1,000 populations. The low growth rate of 1.2 percent between 1991 and 2002 was attributed to the high number of deaths caused by the 1994 genocide. According to the Rwanda Population and Housing Census of 2012 life expectancy at birth for 2010-2015 period was 63.3 years for men and 67 years for women. The population distribution is predominantly rural, with only 16 percent living in urban areas. The population density in 2016 was projected at 467 inhabitants per square km.

The illiteracy rate in Rwanda has significantly declined in the past several years. A higher proportion of women than men cannot read and write, 20 percent of women and 16 percent of

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[1] University of Rwanda, Centre for GIS and Remote Sensing. http://cgis.ur.ac.rw/content/data-maps

men. Although numerous religions are practiced in Rwanda, the 2012 census showed that Christianity is by far the dominant faith, practiced in some form by 93 percent of the population. The Muslim population remained steady at 2 percent from 2002 to 2012. Less than one percent of the populations profess to have no religion.

Almost all Rwandans speak Kinyarwanda, which is the country's official first language, followed by English and French. Kiswahili, the third most common foreign language, is generally spoken in some areas of the districts bordering other countries where this language is widely spoken, such as the Democratic Republic of the Congo and Tanzania. The fifth Rwanda Demographic and Health Survey (RDHS) has shown that maternal mortality ratio has declined significantly to 210 deaths per 100,000 live births in 2014/15 down from 1,071 in 2000 and during the same period child mortality dropped to 50 percent from 76 percent.

1.2   Administrative structure in Rwanda

The country has a decentralized system of governance with 5 provinces including the City of Kigali, 30 districts, 416 sectors and 2148 Cells in 2016. Cells are made up of villages scattered throughout the rural areas. Most of the villages are serviced with inadequate transport infrastructure, a situation which adversely affects the system of vital events registration. Figure 1 above shows the administrative divisions of Rwanda up to district levels, including where the district's offices are located.

1.3   History of CRVS in Rwanda

Registration of vital events started in Rwanda during the colonial period. However, the registration laws were only for the nationals of the colonial powers. The laws regulating civil registration[2] in Rwanda evolved in connection with the stages of its political and administrative history. During the colonial period, from 1931 up to end of 1961, under the decree of May 4, 1895 on the Civil Code of persons-book one, all Rwandans aged 18 years and above were issued identity card known as identity booklet or *Ibuku*[3], which was written in both Dutch and Kinyarwanda languages. The booklet contained information on names, approximate date of birth, parents' names, sex and marital status, height, names of descendants, profession and ethnic or clan affiliation.

Just before independence, the decree on registration of civil status of the population in Rwanda was amended by the order issued on 25 July 1961 by the then Belgian Governor. This order continued to be used after independence in 1962 with few amendments such as assigning the civil registration responsibilities to the Ministry of Internal Security. On 27 October 1988 the order was repealed and replaced by Law n° 42/1988 which instituted the Preliminary Title and Book One of the Civil Code. This new law made registration of vital events compulsory on the Rwandan territory and was in place until August 28, 2016 when the

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[2] The term used to express civil registration in Law no.32/2016 OL   is "civil status". In this report civil registration and civil status are used interchangeably.
[3] "Book" loosely translated into Kinyarwanda

Law N° 32/2016 was enacted governing persons and families. In line with the law, the coordination and supervision of civil registration related activities were transferred from the Ministry of Justice to the Ministry of Local Government.

From independence until 2006 the lowest office for registration was at district level. With the second phase of decentralization process in 2006, the responsibilities of civil registration were extended down to the Sector level, where the Sector Executive Secretary[4] was added to the list of Civil Registrars in the country with the aim of bringing most needed services closer to the population.

The National Identification Agency (NIDA)[5] was established by Law N°43/2011 and mandated with population registration, civil registration and issuance of national identity card.

1.4   The current state of Civil Registration Systems in Rwanda

It is estimated that over 90 percent of births in Rwanda take place in health facilities. Almost 100 percent of the new-born are vaccinated immediately after birth whether it occurs at home or in a health facility. About 40 percent of deaths occur at health facilities. Sector offices are responsible for registering of all vital events and providing certificates upon request. It is the declarant's responsibility to approach the Sector Office to register occurrence of life events. All marriages take place in front of a Civil Registrar in Sector Office. Despite these opportunities for timely and wide spread registration, the CRVS system is yet to be universal and able to produce reliable vital statistics at all administrative levels. According to RDHS 2014-2015[6], only 53% of all births in the country are registered. It is estimated that only 30 percent of deaths get registered each year. Registration of other civil status, particularly marriages and divorces, remains similarly very low.

The Civil Registration paper based system

Altogether there are seven registers of civil status (Article 74 of the law N° 32/2016 of 28/08/2016): Register of birth records; Register of death records; Register of marriage records; Register of guardianship records[7]; Register of acknowledgment of children born out of wedlock; Register of adoption records; Register of other records.

At the same offices are always maintained other administrative documents that are the individual records of the resident population of the area, and registers (administrative) of births, deaths and marriages, distinct from the civil register mentioned above.

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[4] Article 74, Presidential Order n° 57/01 of 15/10/2006 determining the Structure and Functioning of Village, Cell and Sector

[5] Article 4, Law n°43/2011 of 31/10/2011 establishing the National Identification Agency and determining its mission, organization and functioning

[6] The latest Rwanda Demographic Health Survey was conducted in 2014-2015; it is a five years lag survey generating statistics on health status in Rwanda.

[7] This register was recently introduced in the new law, it was not in the old one

Table 1: Civil Registers (and other tools) and their Functions

N	Registration forms/books	Issued documents	Value/Function
1	Register of Acts of Birth	Act of Birth (copy or extract)	Legal
2	Register of Birth	Attestation (certificate)[8] of Birth	Administrative
3	Register of Acts of Death	Act of Birth (copy or extract)	Legal
4	Register of Death	Attestation (certificate) of Death	Administrative
5	Register of Acts of Marriage	Act of Marriage (copy or extract)	Legal
6	Register of Marriage	Attestation (certificate) of Marriage	Administrative
7	Register of Acts of Adoption	Act of Adoption (copy or extract)	Legal
8	Register of Acts of Recognition	Act of Recognition (copy or extract)	Legal
9	Register of other records	Others	Administrative
10	Register of guardianship records		Administrative and legal
11	Population Registry Form	None	Administrative (for updating Population Central Database)

As can be seen in the office, eleven paper registers require individual recordings by the civil registration offices. The records are stored in a closed room and accessible only to the person responsible for civil registration.

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[8] Certificate is always confused with Attestation

Web based CRVS application

Figure 2: CRVS Web based application

In Rwanda, reliable data and statistics are currently available only from population and housing census conducted every ten years and other more frequent surveys such as RDHS and *Enquête Intégrale sur les Conditions de Vie des ménages* / Integrated Households Living Conditions Survey (EICV). More frequent and detailed information can be easily obtained by strengthening the civil registration system. To improve the quality and frequency of the collection and dissemination of vital statistics, the National Institute of Statistics of Rwanda (NISR), in collaboration with Ministry of Local Government (MINALOC), Ministry of Health (MoH) and the National Identification Agency (NIDA), has been developing a web-based application system since 2013 and it was implemented in 2015. The web-based application system facilitates the collection, storage and production of civil status events data (Birth, Death, Marriage, Divorce and Adoption) from civil registration, including causes of deaths, through registration sites at 416 Sector Offices and online notifications in about 600 health facilities. NISR has developed capacities, both in terms of human and required information technology (IT) infrastructure for the Sectors offices and health facilities.

The software behind the web-based application was developed at a reasonable and affordable cost. The development of the web-based application was in line with the National Strategy for the Development of Statistics (NSDS II)[9], where strengthening civil registration system, as a source of vital statistics, is one of its strategic objectives. NISR had also developed a five-year roadmap for CRVS improvement for the period 2014-2018/19.

The web-based application has several benefits which include: connecting health facilities to the sectors through web interfaces, such that all births and death from these entities are registered and automatically transferred to the respective Sectors for confirmation; instant transfer of the data from the Sector Office to the national database; monitoring of civil registration from both district and central level; secure storage of the civil records; nationwide system that will help detect unauthorized practices regarding individual civil status. It has the potential to give limited access to others, on need basis through user interfaces created at the central level.

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[9] NISR National Strategy for the Development of Statistics (NSDS) 2009-2014

Health Management Information System (HMIS)

The Ministry of Health in collaboration with other stakeholders has developed a web-based Health Management Information System (HMIS) that provides information on all health aspects across the country. Through HMIS, the MOH collects technical data for epidemiological and other health related use. While it somewhat overlaps with the CRVS web-based application, the HMIS is designed specifically for statistical and technical health purposes. It collects aggregated data whereas

Figure 3: HMIS front page

the CRVS application system collects individual identity related data. MOH has been successful in collecting a wide range of information from all health facilities around the country. In order to better align the reporting of health related data to the needs of the health sector, MOH integrated different reporting system into a web based system (R-HMIS) with the purpose of improving accuracy and timeliness of dissemination of reports, to end users by using a single platform. Integrated reporting systems into RHMIS platform include: HMIS reporting forms (Referral, Provincial and District Hospital, Health Centres and Private health facilities); Rwanda Integrated Disease Surveillance; TB Quarterly report and eTB CHW monthly Report (SISCOM); HIV Module; Neonatal and child death report; and Weekly child mortality report.

National Population Registration System (NPR)

In 2007, the former National Identification Project registered all Rwandan citizens (population registration). This exercise was meant to develop an electronic system, formerly known as Tiger Population Registry system, where all paper based records were captured. Later on, this was merged with production system (MIDIS) to become National Population Registry System (NPR).

The purpose of the National Population Registry was to facilitate the issuance of the national identity card with 2D technology to those aged 16 years and above as well as hosting electronic population registration forms: first registration, change of marital status, change of address and death registration. In addition, NPR is a centralized system

which provides to all registered citizens a unique identification number.

The role of the National Population
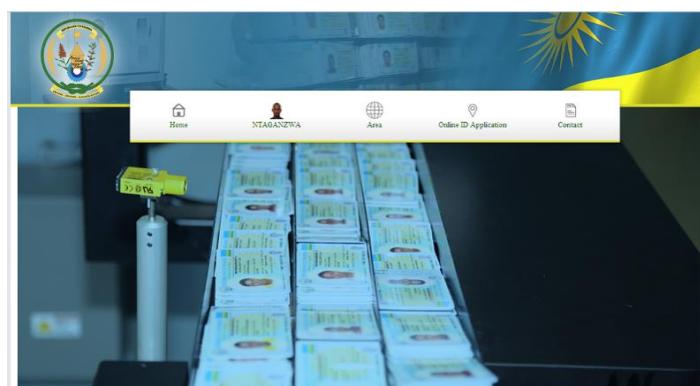
Figure 4: National Population Registry front page

Registry is to enable the registration of the population and the issuance of National Identity Card. Since 2015, the National Population Registry has been decentralized up to the Sector

level where all 416 Civil Registration Officers (CROs) access and use it to serve people who need different population registration related services and capture vital events mentioned above. Furthermore, in the context of systems integration and online identity authentication of citizens, this system has been linked with other institutions' systems both public and private. The Directorate General of Immigration and Emigration, Rwanda Social Security Board, Ministry of Labor and Public Service (MIFOTRA) are examples of public institutions. All financial institutions are connected through the Central Bank (BNR) and Telecom companies through Rwanda Utilities Regulatory Authority (RURA) as their regulator. In total, NPR has so far been integrated with around 23 systems as of March 2017.

1.5   Global and regional CRVS initiatives

In the past, the international community had given little attention to the long term development and improvement of civil registration systems in developing countries. In 2010, in an effort to accelerate progress towards the Millennium Development Goals (MDGs 4 and 5), the Secretary- General of the United Nations launched the Global Strategy for Women's and Children's Health. It mobilized many commitments and actions which need to be tracked. Recognizing that accountability for financial resources and results is critical to the objectives of the Global Strategy, at the request of the Secretary-General, a Commission on Information and Accountability for Women's and Children's Health (COIA) was established. The Commission delivered a report, *Keeping Promises, Measuring Results*[10], that presented 10 ambitious yet practical recommendations to fast track results for women's and children's health and achieve the goals in the Global Strategy. The first of these 10 recommendations under the heading - Better information for better results – states "By 2015, all countries have taken significant steps to establish a system for registration of births, deaths and causes of death, and have well-functioning health information systems that combine data from facilities, administrative sources and surveys".

Another major development regarding CRVS is the establishment of the Conference of African Ministers Responsible for Civil Registration in August 2010. The Conference is institutionalized as a permanent platform that would meet once every two years, under the auspices of the African Union Commission, to monitor and advice on the progress of the regional initiative on CRVS. The African Heads of States and Governments in their summit held Kigali, Rwanda, in July 2016 have declared 2017-2026 as the Decade for repositioning Civil Registration and Vital Statistics (CRVS) in Africa's continental, regional and national development agenda and urges governments to respond with appropriate action[11]. This is the highest affirmation that system development is of high priority matter for African countries.

Another important initiative is the African Symposium on Statistical Development (ASSD). South Africa has been funding and organizing ASSD since 2005 to support and encourage African countries in their population and housing censuses. Upon request from the African

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[10] http://www.who.int/topics/millennium_development_goals/accountability_commission/

Commission_Report_advance_copy.pdf

[11] African Union. Decision on Specialized Technical Committees (STCs) Doc EX.CL/971 (XXIX).

ministers, ASSD has made civil registration its main agenda for five of its annual symposia and brought both civil registration authorities and national statistical offices together since 2012.

Of particular importance is the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS), which was endorsed by the second conference of the ministers which met in Durban, South Africa, from 6 to 7 September 2012.

The APAI-CRVS is led by the African CRVS Core Group, which is composed of the pan-African Organizations, the secretariat of the African Symposium on Statistical Development, the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the World Health Organization (WHO), the United Nations High Commissioner for Refugees (UNHCR), Plan International, INDEPTH Network and PARIS21.

1.6   Guiding Principles for Improvement of CRVS Systems

A set of considerations have been recommended to guide the CRVS improvement process. In line with APAI-CRVS concept document endorsed by the Second Conference of African Ministers Responsible for Civil Registration[12], this strategic plan, while keeping in view country contexts, is anchored on the following guiding principles aimed at bringing about a well-functioning CRVS system in the country:

i.   Country ownership and leadership;
ii.   Promoting multi-disciplinary dimensions and team approach;
iii.   Implementing phased, holistic and integrated approaches;
iv.   Constituting strong policy and advocacy forums;
v.   Building capacities of national CRVS key stakeholders and institutions;
vi.   Embracing innovation, new technology and research; and
vii.   Promoting partnership with development partners.

1.7   Concepts and definitions of terms used in the document

This section provides international concepts and definitions of important terms used in the document in relation to vital events registration and the collection, production and dissemination of vital statistics.

Vital events: The United Nations recommends that countries should register and collect information on the following vital events for civil registration and vital statistics purposes: birth; death; foetal death; marriage; divorce; annulment; judicial separation; adoption; legitimation (acknowledgement); and recognition (judicial declarations of paternity)[13]. Not every country records all vital events recommended by the UN, although it remains to be the eventual goal. Therefore, to facilitate the establishment of the vital events registration system, priority is assigned to the list of vital events. The top priority vital events to be recorded are

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[12] UNECA (2012). *Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics*. /ECA/CMRCR/2/EXP/3. Second Conference of African Ministers Responsible for Civil Registration in Durban, South Africa, 3-7 September 2012.
[13] http://unstats.un.org/unsd/demographic/standmeth/principles/M19Rev3en.pdf

births, marriages, divorces and deaths. The international recommended definitions for these vital events as given by the United Nations (UN, 2014) are given below.

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 the time of registration, and if they die at any time following birth they should also be registered and counted as deaths).

Death is the permanent disappearance of all evidence of life at any time after live birth has taken place (postnatal cessation of vital functions without capability of resuscitation). This definition excludes foetal death.

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.

Divorce is a final legal dissolution of a marriage, that is, that separation of husband and wife which confers on the parties the right to remarriage under, religious and/or other provisions, according to the laws of each country.

Vital events registration: The United Nations defines vital events or civil registration as the continuous, permanent, compulsory and universal recording of the occurrence and characteristics of vital events pertaining to the population as provided through decree or regulation in accordance with the legal requirements in each country.

Vital events registration system: A vital events registration system refers to the administrative, legal, institutional framework, technical settings required to perform the registration functions throughout the country, taking into account cultural and social circumstances particular to the country. The vital events registration system, therefore, includes both the registration method and all institutional, technical and legal settings associated with it required to perform vital events registration functions in a technical sound, coordinated and standardized manner throughout the country.

Vital statistics system: A vital statistics system is defined as the total process of (a) collecting information by civil registration or enumeration on the frequency of occurrence of specified and defined vital events, as well as relevant characteristics of the events themselves and of the person or persons concerned, and (b) compiling, processing, analyzing, evaluating, presenting and disseminating theses data in statistical form.

1.8   Uses of vital events registration records and vital statistics

A permanent, continuous, compulsory and universal vital events registration and vital statistics system provides a great number of significant benefits to the individual, to the nation, and to the international community. Brief description of the benefits of vital events registration records and vital statistics generated from them is given below.

Legal uses

For individuals copies of registration records provide legal documents for identity, origin, date of birth, marriage or death. For instance, civil registration records of birth provide legal proof of identity and civil status, including name, date and place of birth, parentage, citizenship, nationality and legitimacy status. These in turn affect a wide variety of rights to which an individual may be entitled, especially those depending on age, citizenship or ancestry for inheritance, social and other purposes. Birth records can also help determine rights to insurance benefits, child custody and tax deductions. Similarly, death records provide legal evidence relevant to claims to inheritance, property, insurance benefits and the legal right of a spouse to remarry. Marriage and divorce records are essential records for family rights protection, establishing entitlements for inheritance rights, alimony and the right to remarry.

Administrative uses

Vital events records of individuals serve many administrative and governmental purposes. Such information is valuable to the electoral system, by providing accurate up-to-date lists of persons qualified to vote at various electoral levels, such as at the regional, district, ward and village levels.   It contributes to the accuracy of the electoral rolls, and to the efficient organization and monitoring of elections. For instance, lists of deaths can be used to purge voter registration rolls. Marriage records can be used for establishing tax deductions, proving the right to alimony in the event of divorce and establishing claim to property in the event of a partner's death. Many countries use civil registration information as the basis for a national identification system of the citizens.

Statistical uses

An effective registration and vital statistics system provides essential data, rates and other quantitative measures for the accurate planning of programmes designed to promote the well-being of the citizens. The data collected from vital events registration are essential to 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. 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 labour market. Accurate and comprehensive vital statistics generated from civil registration provide for comparison and evaluation of differences among regions, between districts and wards within a region, and at the international level between countries. Death records are of particular importance in public health, for identifying the magnitude and distribution of major disease problems.   Data from these records can be used for epidemiological studies. Cause of death information is essential for medical research into such major causes of death as cancer and heart disease.

CHAPTER 2: KEY STRATEGIC ISSUES

2.1 The strategy planning process

The strategy planning process starts by assessing where the CRVS systems is now, then looks at where we want it to be, how do we get there, and how do we monitor the progress in the desired direction. It provides the framework to identify issues that need to be addressed to improve the existing CRVS systems and transform it to a well-functioning system. Strategic planning enables key stakeholder organizations focus their efforts and resources to ensure that they are working toward the same goals, and to assess and adjust the organizations' responses to changing environment. Figure 4 below depicts the important steps required for developing a strategic plan. The CRVS improvement planning process in Rwanda has gone through of these stages.

Figure 5: Process of developing a strategic plan for the improvement of the CRVS systems of Rwanda[14]
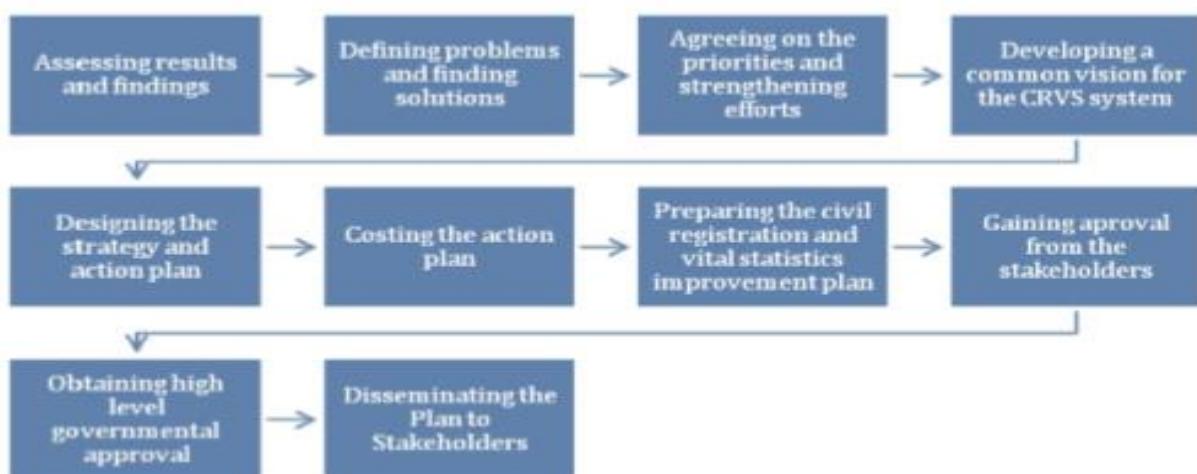
2.2 Scope of the CRVS systems improvement strategic plan

The scope of vital events is about life and death of individuals, as well as their family and civil status. Therefore, vital events proper concern are live births, deaths and foetal deaths, and dual events that occur simultaneously in the lives of two individuals, which cannot occur again in the life of either individual without a previous change to his or her status. Those events include marriage, registered partnership, separation, divorce, legal dissolution of registered partnerships and annulment of marriage; and vertical family events involving a descendant; comprising adoption, legitimation and recognition (UN, 2014).

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[14] Adapted from UNECA (n.d). Improving National Civil Registration and Vital Statistics System in Africa. Volume 1: Guidelines for Conducting Comprehensive Assessments of National Systems

Not every country records all vital events recommended by the UN, although it remains to be the eventual goal. To facilitate the improvement of the vital events registration system, countries assign their own priorities to the list of vital events taking into account the internationally recommended top priority vital events to be recorded by countries that are births, marriages, divorces and deaths. The African Ministers responsible for Civil Registration have also recommended the recording of these vital events as priority events for the region. In line with these recommendations and taking national specificities, the scope of the civil registration improvement process in Rwanda focuses on births, adoptions, marriages, divorces and deaths.

2.3   Timeframe and alignment with other relevant development plans

The timeframe of the strategic plan is from 2017/18 to 2021/22. It is in coherence with the budget cycle of the government. It is to be noted that this strategic plan reinforces or complements the following existing relevant strategic plans, which deal with CRVS systems directly or indirectly:

  i. Development of a Modernization of Civil Registration System Document for National Identification Agency (NIDA) November 2013;

  ii. Second National Strategy for the Development of Statistics 2014/2015-2019/2020 (NSD2)[15] developed by NISR, September 2014; and

  iii. Home Based Care Practitioners and Verbal Autopsy by Ministry of Health, National Institute of Statistics of Rwanda and the Bloomberg Data for Health Initiative, March 2016.

2.4   Stakeholder analysis

A stakeholder analysis is critical in enabling the prioritization of stakeholder involvement, i.e. deciding which stakeholder to involve and at what stage in the implementation of the CRVS plan. Stakeholders are the individuals, groups, and institutions that will be positively or negatively impacted by the CRVS system, on the one hand, or will affect the outcome of the system, on the other. In either case stakeholders will affect the success of the system. Stakeholder analysis helps in prioritizing stakeholder involvement; that is, with deciding on which stakeholder to approach in what order and at what stage in the development of the system. Accordingly, a stakeholder analysis was conducted by the CRVS Core Group as part of the CRVS system environment assessment by first compiling stakeholders register.

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[15] National Institute of Statistics of Rwanda (NISR), the Second National Strategy for the Development of Statistics, September 2014.
http://www.statistics.gov.rw/sites/default/files/publications/bf898934-f309-4ee4-8590-1747f750e513/NSDS2-Final_%20November_2014.pdf.

Figure 6:   CRVS Stakeholder Analysis Matrix

High influence, low importance	High influence, high importance
Ministry of Sport and Culture Ministry of Education Ministry of Youth and ICT Courts Rwanda Law Reform Commission Rwanda Association of Local Government Ministry of Cabinet affairs The Ministry of Natural Resources Ministry of Infrastructure Ministry of Trade, Industry and East African Community Affairs Ministry of Agriculture and Animal Resources Political organizations	The Presidency Office The Parliament: Chamber of Deputies Prime Minister's office Ministry of Finance and Economic Planning Ministry of Local Government Ministry of Health National Identification Agency Ministry of Justice National Institute of Statistics of Rwanda Ministry of Foreign Affairs and Cooperation The media Citizens
Low influence, low importance	**Low influence, high importance**
Rwanda Academy of Language and Culture Rwanda Revenue Authority Rwanda National Youth Council National Capacity building secretariat Children rights organizations National Youth Council National Council of Women Faith based organizations Civil Society organizations Human Rights promotion groups Schools and Universities Foreigners	Ministry of Disaster Management and Refugee affairs The Ministry of Public Service and Labor Ministry of Defense Rwanda Biomedical Centre National Commission for Children Rwanda Natural Resources authority National Electoral Commission Rwanda Correctional Services Rwanda National Police Banks Rwanda Governance Board Ministry of Gender and Family Promotion Rwanda Social Security Board Migration Directorate General UN Agencies, INGOs and Development Partners

The prioritization of stakeholder involvement was done on the basis of importance and influence using a stakeholder analysis matrix shown above. The matrix indicates the most important and most influential stakeholders (upper left-hand corner) and the least important and least influential stakeholders (lower right-hand corner). Those falling in the high importance and high influence are those that need to be kept closely involved throughout system development and implementation to ensure improvement and strengthening of the CRVS system. The Low Importance and High Influence stakeholders are not main targets for supporting the improvement process but could oppose the system, it is therefore important to keep them informed and acknowledge their views. On the other hand, those stakeholders falling in the High Importance and Low Influence quadrant require by the CR and VS

agencies to make special effort to ensure their needs are met and their participation meaningful. Although all stakeholders are important, no special participation strategies is required for those falling within the Low Importance/Low Influence group.

2.5   Scanning of the Current CRVS Environment

Analyzing the current environment is an important step towards defining a future state in any system. The analysis of the current situation enables the identification of the challenges and strengths in the current CRVS systems, the development of improvement interventions elaborated and priorities agreed. The review of the current CRVS environment was conducted through a comprehensive assessment of the systems by conducting field interviews, desk research reviewing the business process mapping of the vital events and compiling value chains of the key institutions involved in the CRVS systems.

2.5.1   Field assessment and desk review

In line with the ministerial declaration of the Second Conference of African Ministers Responsible for Civil Registration held in 2012, Rwanda conducted a comprehensive assessment from August to October 2016, with participation of key stakeholders and development partners. To achieve effective and sustainable improvement, the assessment process followed a holistic approach, recognizing the multi-sectoral nature of CRVS systems, by involving all relevant stakeholders. The tool developed by APAI-CRVS[16] for implementing comprehensive assessment in African countries was adapted to suit the Rwandan situation and translated into Kinyarwanda for field application.

The comprehensive assessment started with looking at the current situation on the ground, examining the existing business process for each vital event, conducting situational analysis and making prioritized recommendations on those that will have the greatest impact on the CRVS systems improvement process in Rwanda. Thus the comprehensive assessment entailed a robust review of the external and internal environment of the CRVS system, and how these environments positively or negatively impact the system. The assessment brought out the main weaknesses and gaps as well as the strengths of the systems, which are discussed in section 2.6. Detailed narration of the field work, findings and recommendations are given in the report of the comprehensive assessment.[17]

2.5.2   Business process analysis

The assessment involved the maping of existing CRVS business processes for each vital event, for vital statistics system, cause of death, and analysing the efficiency and adequacy of different process flows as well as possible ways for improvement. Improved CRVS system requires the simplification of the registration processes. For instance, this can be achieved by bringing the services closer to the people and reducing travel and related costs to customers. A National Centralized and Integrated CRVS system will be efficient and less costly in the long

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[16] Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
[17] NISR (2016). *Rwanda Civil Registration and Vital Statistics Systems: Comprehensive Assessment Report.* October 2016.

run. An in-depth study of each of the business process maps is critical for the development of an efficient strategic plan, therefore the planning team re-visited the different process maps (Birth,Death, Marriage, Divorce and Adoption), reviewed the already identified bottlenecks and proposed strategic reform.

I. Birth registration and production of vital statistics

A. The current or as-Is business process

Currently, birth registration can occur at Health facilities, in Community or abroad.

i. Birth occurring at Health facilities

1. Mother gives birth;
2. Midwife records the birth in the maternity register at Health Facility;
3. Data Manager records birth within two different systems: HMIS and CRVS application, through CRVS web based application, sector office receives birth notification automatically;
4. Birth declarant goes to the sector to declare birth;
5. CRO records birth in a Paper birth register, CRVS web application system and National population registry system. NPR automatically generates an application number which will be used for various purposes;
6. Civil Registrar issues birth certificate;
7. Production of vital statistics.

ii. Birth occurring in Community

1. Mother gives birth;
2. Community Health Worker (CHW) reports birth to the health facility;
3. Data Manager records birth within two different systems: HMIS and CRVS web based application; through CRVS web based application, sector office receives birth notification automatically;
4. Birth declarant goes to the sector to declare birth;
5. CRO records birth in the Paper birth register, CRVS web application system and National population registry system. NPR automatically generates an application number which will be used for various purposes;
6. Civil Registrar issues birth certificate;
7. Production of vital statistics.

iii. Birth occurring abroad

1. Mother gives birth;
2. Birth declarant goes to Rwandan embassy/consulate;
3. Civil Registrar at embassy registers birth in the birth register;
4. Civil Registrar issues birth certificate

Figure 7: The current or As-Is business process map for registration of birth and production of vital statistics
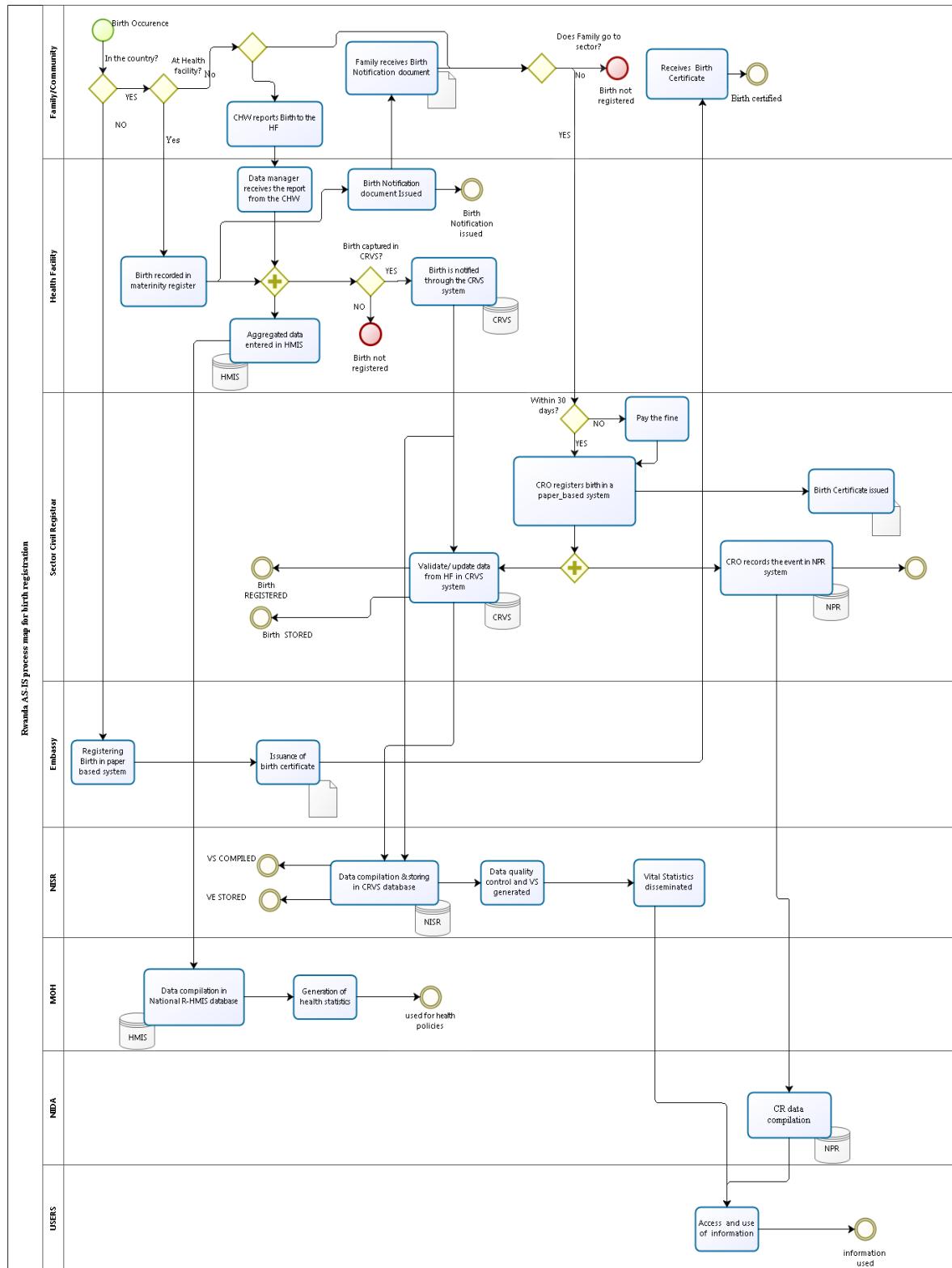
From a high-level study of the map, one can identify duplicate completion of registers and other relatef forms. In addition, only about 53% of the births are recorded within the 30 days set by the law.

(b) The key strategic actions and the desired business process map for birth registration

The desired or more efficient business process map for birth registration is given in Figure 8. This BPM addresses the weaknesses and gaps observed in the current business process analysis described from findings of the comprehensive analysis of the CRVS systems. Bringing the services closer to the people and reduces travel and related costs to customers is central to the change envisaged in the improved CRVS system.

B. The desired/to be business process

Birth registration can occur at Health facilities, in Community or abroad.

i. *Birth occurring at Health facilities*

1. Mother gives birth;

2. Authorized staff at health facility records the event in the maternity register;

3. Authorized staff at health facility notifies health facilities civil registrar through National Centralized and Integrated CRVS system;

4. Health facility Civil Registrar confirms birth occurrence and the National centralized and Integrated CRVS system automatically generates National Identification Number (NIN);

5. National centralized and integrated CRVS system automatically generates secure birth certificate with NIN in Electronic Document Management System (EDMS). I.e. EDMS stores and archives birth certificate which can be issued at health facility or at domicile sector;

6. Sector Civil Registrar records occurred birth in the domicile sector paper based system;

7. NISR will have access to National Centralized and Integrated CRVS system.

ii. *Birth occurring in Community*

1. Mother gives birth;

2. Community health worker/other authorized Community staff reports birth to the health facility;

3. Authorized staff at health facility records birth in National centralized and integrated CRVS system, and notifies health facility-based Civil registrar;

4. Health facility-based Civil Registrar confirms birth notification and the National centralized and integrated CRVS system automatically generates National Identification Number (NIN);

5. National centralized and integrated CRVS system automatically generates secure birth certificate with NIN in Electronic Document Management System (EDMS). I.e. EDMS stores and archives birth certificate which can be issued at health facility or domicile sector;

8. Sector Civil Registrar records occurred birth in the domicile sector paper-based system;

9. NISR will have access to National Centralized and Integrated CRVS system.

i. *Birth occurring abroad*

1. Mother gives birth;

2. Birth declarant declares birth to Ambassador/Consular;

3. Authorized staff at Embassy/Consulate registers birth in the National centralized and integrated CRVS system.

4. The National centralized and integrated CRVS system automatically generates National Identification Number (NIN) and certificate in Electronic Document Management System (EDMS);

5. The Ambassador/Consular issues certificate to the birth declarant;

6. The Ambassador/Consular records birth in the paper-based system;

7. NISR will have access to the National Centralized and Integrated CRVS system;

Figure 8: Desired or To-Be business process map for registration of births and Production of Vital Statistics

II. Death Registration and production of vital statistics

A. The current or As-Is business process

Currently, death can occur at Health facilities, in Community or abroad.

i. *Death occurring at Health facilities*

1. Death occurs;
2. Authorized Health facility Staff records death in the death register at the health facility;
3. Data manager records death in HMIS and in CRVS web application system;
4. Death declarant declares death to Civil Registrar at Sector level;
5. CRO registers death in the paper based system, CRVS web application system and National Population Registry system "NPR";
6. Civil Registrar issues death certificate to the declarant;
7. Production of vital statistics.

ii. *Death occurring in community*

1. Death occurs;
2. Community Health Worker reports death (for children under five years) to the Health Facility;
3. Data manager records death in CRVS web application system;
4. Death declarant declares death to Civil Registrar at Sector level;
5. CRO registers death in the Paper based system, CRVS web application system and National Population Registry system "NPR";
6. Civil Registrar issues death certificate to the declarant;
7. Production of vital statistics.

iii. *Death occurring abroad*

1. Death occurs;
2. Death declarant goes to the embassy/consulate to declare death to the Civil Registrar;
3. Civil Registrar at embassy/consulate registers death in the death register;
4. Civil Registrar issues death certificate.

Figure 9: The current or as-Is business process map for registration of death and production of vital statistics
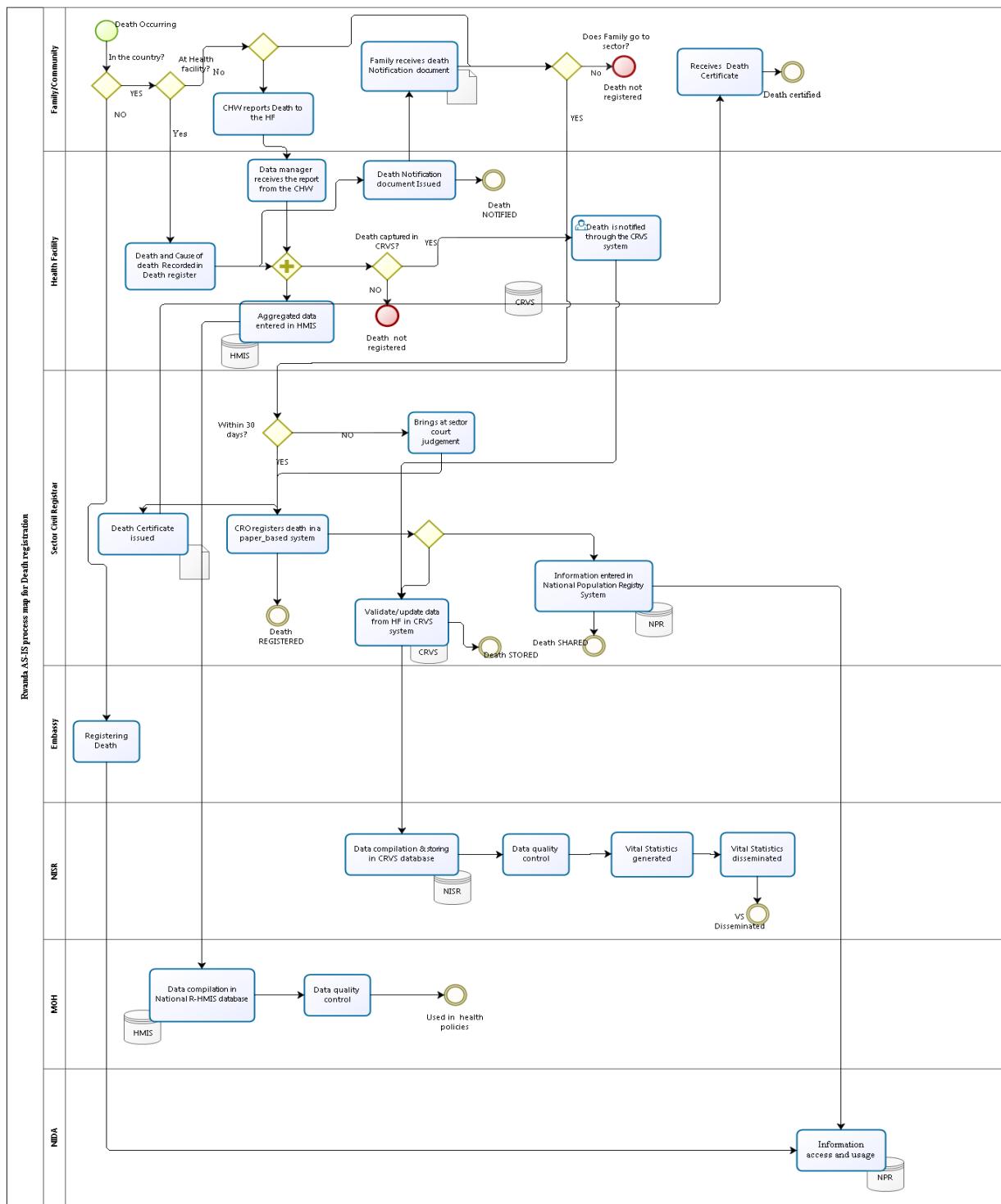
From a high-level study of the map, one can identify some weaknesses or gaps in the registration process. Some of these are:

i.   Duplicate completions of registers and other related forms.
ii. Few deaths are recorded into the CRVS web based application.
iii. Many deaths (occuring in the community) are not recorded as set by the law.

iv. Existence of two different web systems not harmonised both at sector and health facilities (e.g Population registry, CRVS Webbased application, HMIS).

v. Medical death certificate/notification do not have cause-of-death ascertained or it is not standard.

B. The Desired business process

Death can occur at Health facilities, in Community and abroad.

i. *Death occurring at Health facilities*

1. Death occurs;

2. Health facility records the death and cause of death in relevant hospital registers;

3. Authorized staff at health facility notifies health facility's civil registrar through National Centralized and Integrated CRVS system;

4. Health facility Civil registrar validates death notification in National centralized and integrated CRVS system;

5. Health facility Civil registrar issues death certificate to death declarant;

6. National centralized and integrated CRVS system automatically generates secure death certificate with the deceased person's NIN in Electronic Document Management System (EDMS). I.e. EDMS stores and archives death certificate which can be issued at health facility or domicile sector;

7. Sector Civil Registrar records the death in the domicile sector paper based system;

8. NISR will have access to National Centralized and Integrated CRVS system;

ii. *Death occurring in the Community*
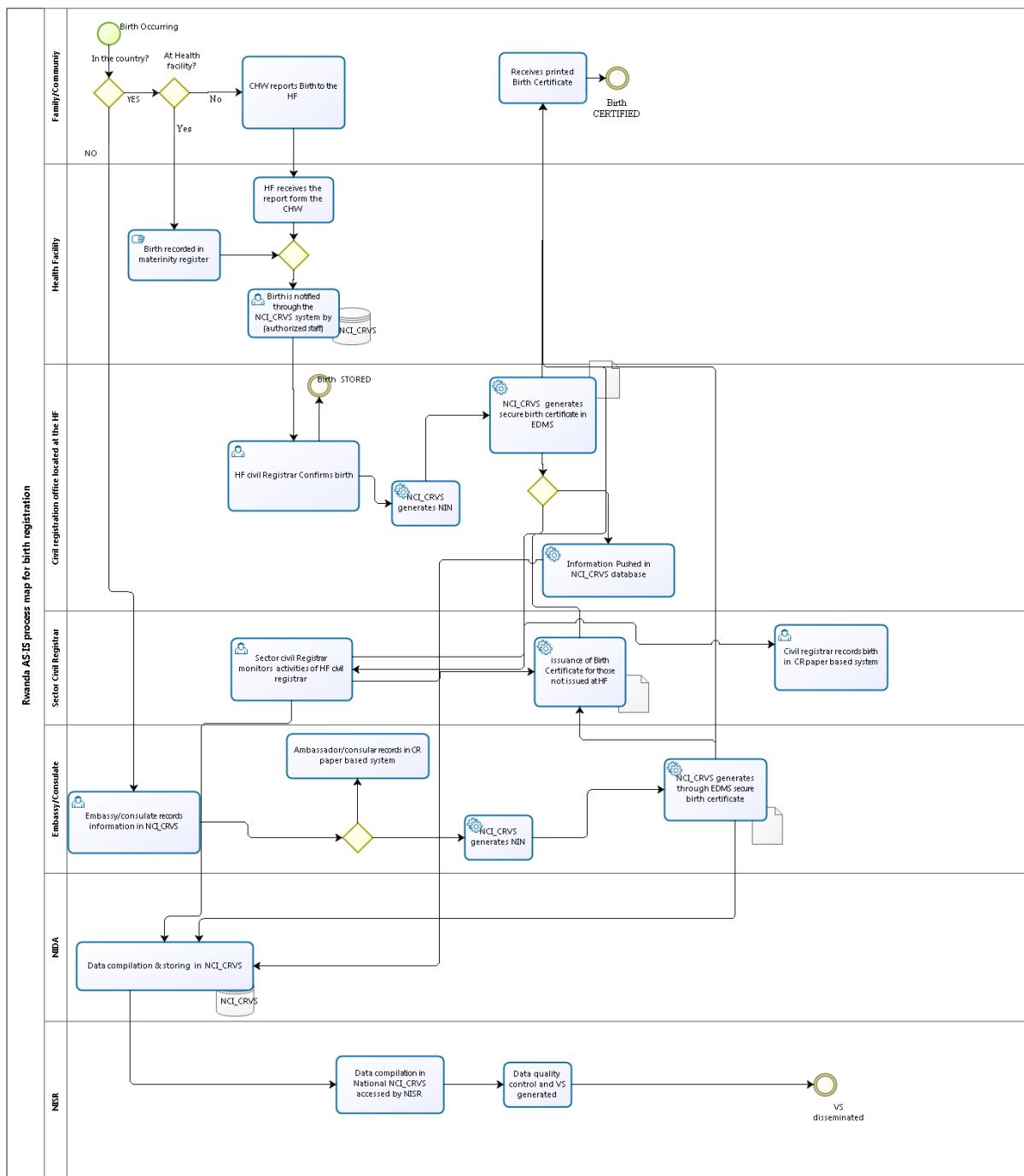
1. Death occurs;

2. Local leaders issue death notification to death declarant;

3. Authorized CHW(Home based Care Practitioners HBCP) notifies health facility Civil Registrar and conducts verbal autopsy;

4. Authorized staff at health facility notifies Health Facility Civil Registrar through National centralized and integrated CRVS system;

5. Health facility Civil registrar validates death notification in National centralized and integrated CRVS system;

6. National centralized and integrated CRVS system automatically generates secure death certificate with the deceased person's NIN in Electronic Document Management System (EDMS). I.e. EDMS stores and archives death certificate which can be issued at health facility or domicile sector;

7. Sector Civil Registrar records occurred death in the domicile sector paper based system;

8. NISR will have access to National Centralized and Integrated CRVS system

iii. Death occurring abroad

1. Death occurs;

2. Authorized staff at Embassy/Consulate registers death and cause of death through National centralized and integrated CRVS system;

3. National centralized and integrated CRVS system automatically generates Death Certificate and stores the copy of the death certificate in Electronic Document Management System (EDMS);

4. Ambassador/Consular issues death certificate to death declarant;

5. The Ambassador/Consular records birth in the paper based system;

6. NISR will have access to the National Centralized and Integrated CRVS system.

Figure 10: The Desired (To Be) business process map for registration of death, recording causes of death and production of vital statistics
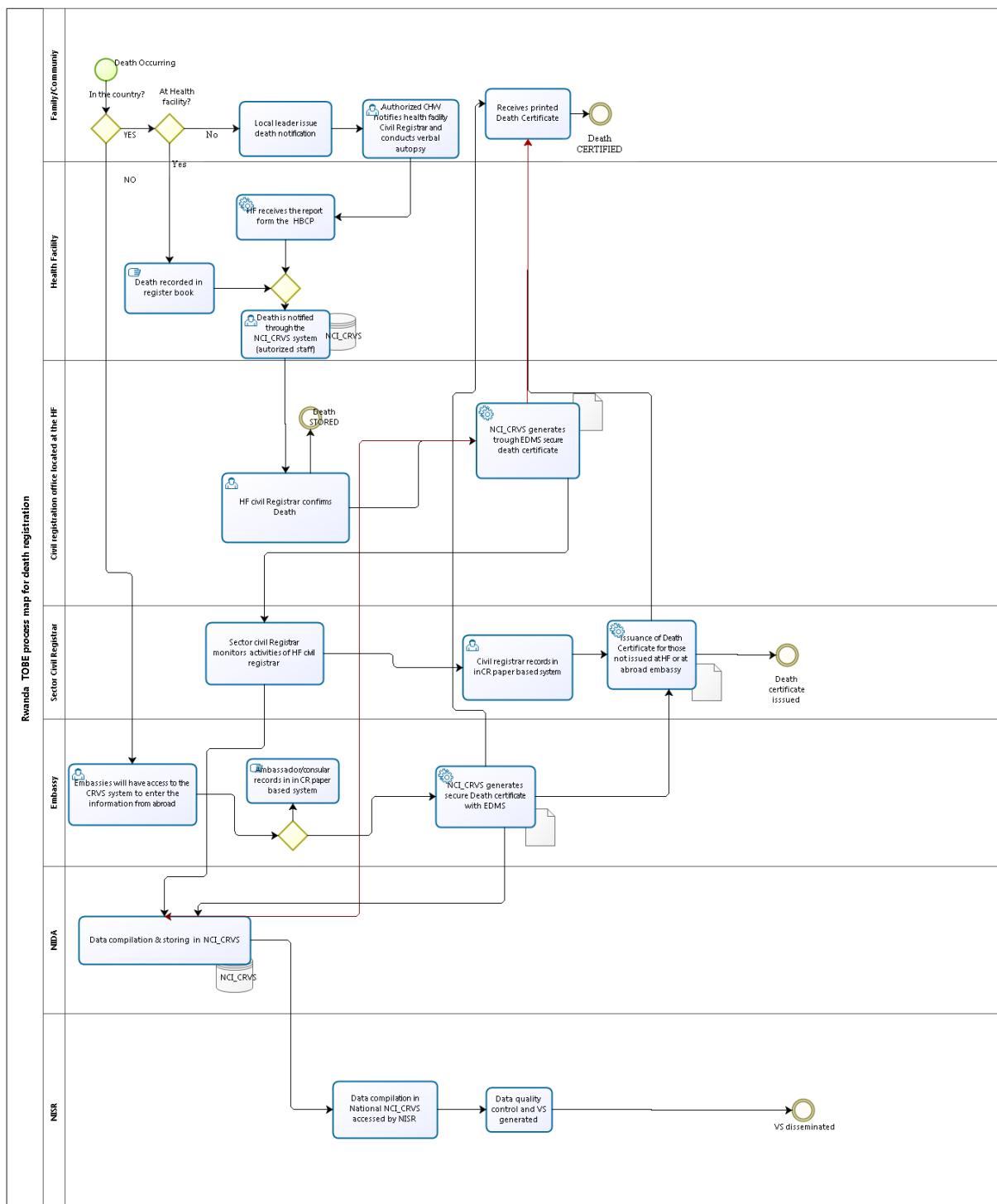
III. Marriage Registration and production of associated statistics

A. Current (As Is) Business Process

Currently, marriage registration takes place on the Rwanda territory or abroad (Rwanda Embassy/Consulate). The consensual cohabitation (unions) and forms of marriages other than those solemnized by a civil registrar (monogamous) are not accepted by law and thus not registered; nevertheless such marriages are frequently taking place. Due to different reasons most sectors neither update regularly the population registry with change of civil status nor do record the events in the CRVS Web-based application.

Process for legal Marriage occurring on the Rwanda territory

1. CRO publishes marriage 20 days before its celebration;
2. Marriage is celebrated at sector level;
3. CRO registers marriage in 3 systems: Paper based system, National Population Registry (NPR) and CRVS Web based application;
4. Sector Civil Registrar issues marriage certificate;
5. Production of vital statistics.

Figure 11: The current business process map for registration of marriage and production of vital statistics
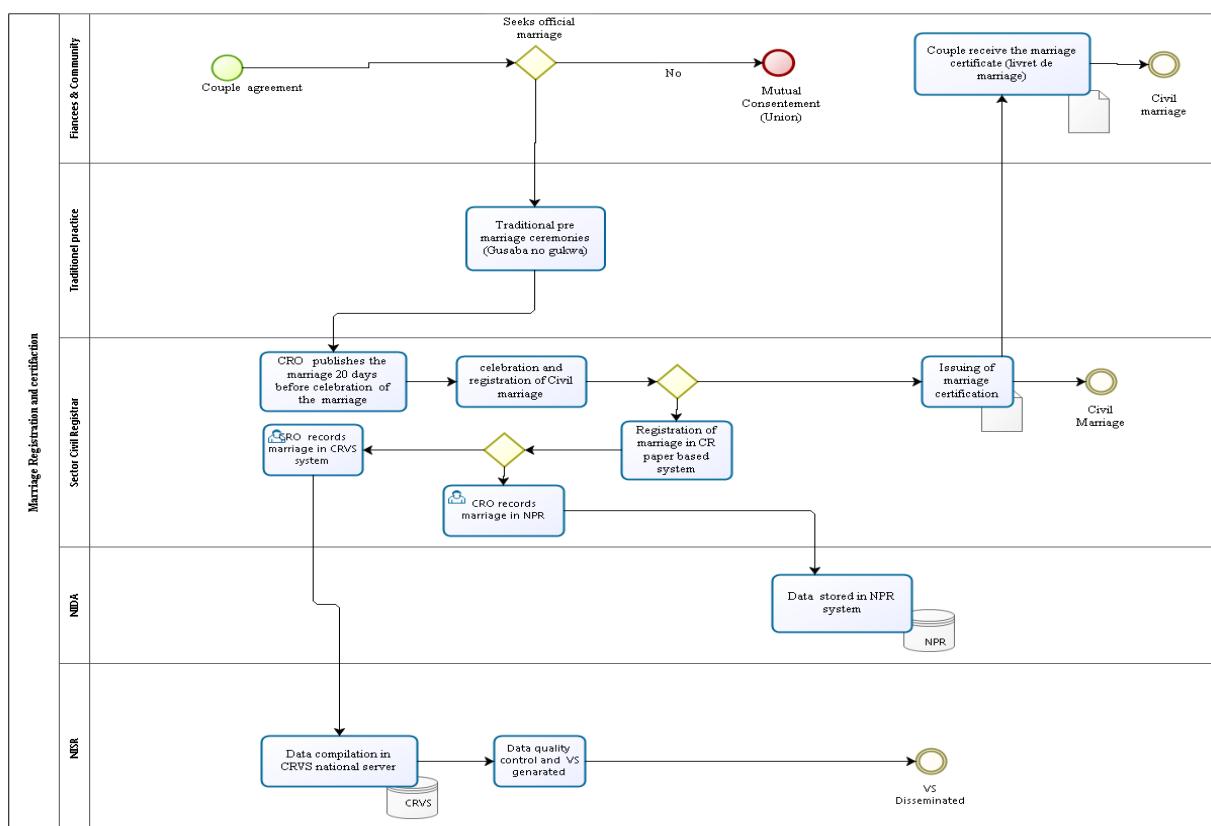
B. The desired business process

i.   Marriage occurring on the Rwandan territory

1. CRO publishes marriage before its celebration in accordance with the law in force;

2. Marriage is celebrated at Sector level;

3. Sector Civil Registrar records marriage in National centralized and integrated CRVS system;

4. The National centralized and integrated CRVS system automatically generates secure marriage certificate with National Identification Number (NIN) and stores marriage data in Electronic Document Management System (EDMS);

5. Sector Civil Registrar issues marriage certificate to married couple;

6. CRO at sector records marriage in the paper-based system;

7. NISR accesses the National Centralized and Integrated CRVS system.

ii.   Marriage occurring abroad

1. Embassy's/Consulate's authorized staff publishes marriage before its celebration in accordance with the law in force;

2. Marriage is celebrated;

3. Ambassador/Consular records marriage in National centralized and integrated CRVS system;

4. The National centralized and integrated CRVS system automatically generates secure marriage certificate and stores marriage data in Electronic Document Management System (EDMS);

5. Ambassador/Consular issues marriage certificate to married couple;

6. EDMS stores and archives all vital event certificates and can be issued at sector of domicile;

7. Ambassador/Consular records also marriage in a paper-based system;

8. NISR will have access to National Centralized and Integrated CRVS system

Figure 12: The Desired (To Be) business process map for marriage and production of vital statistics
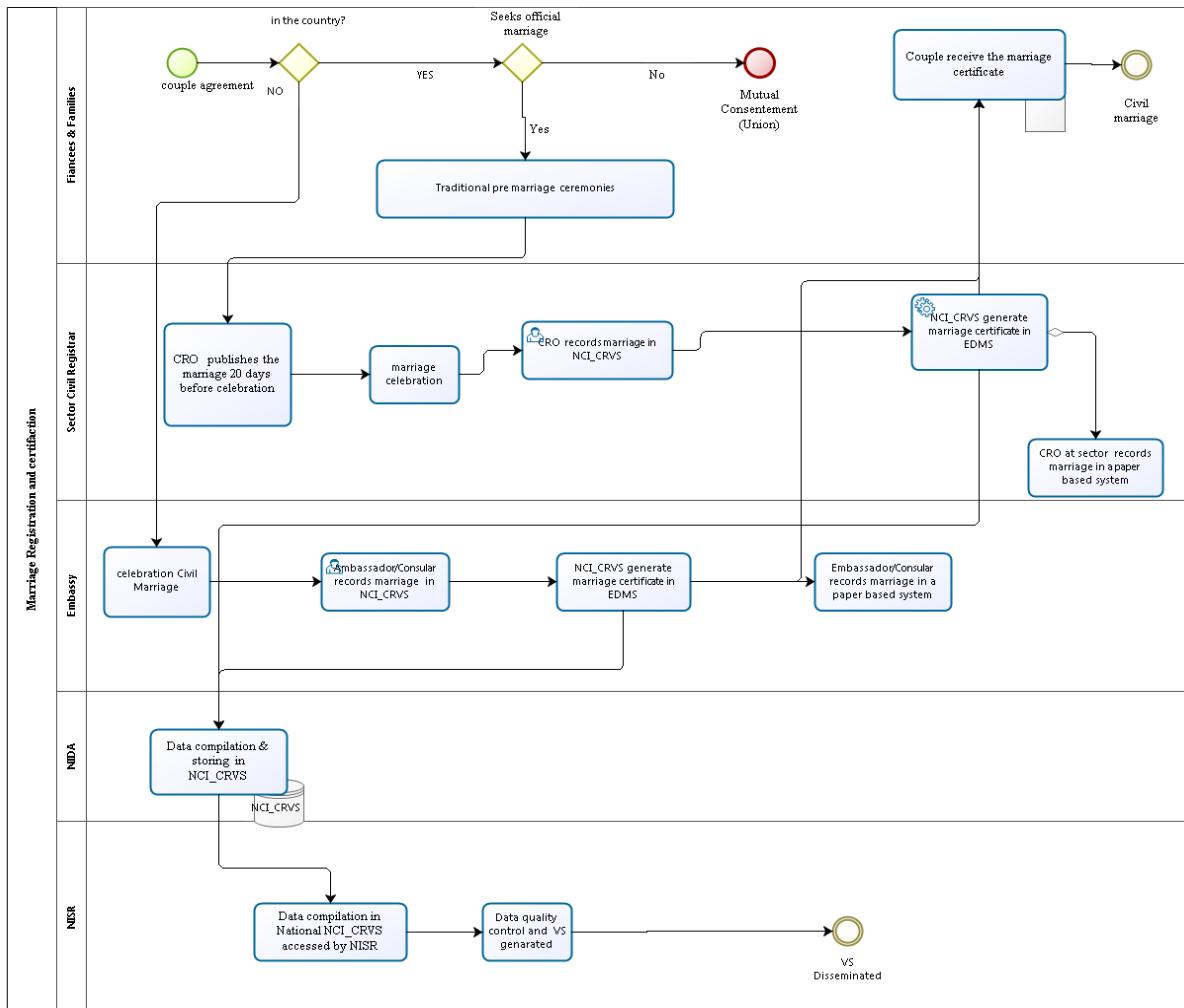
IV. Divorce registration and production of related statistics

A. Current (As Is) Business Process

i. Divorce occurring on the Rwandan territory

1. The court decides divorce and issues divorce judgment;

2. Divorced couple declares divorce to the Civil Registrar in sector of domicile;

3. The civil registrar registers divorce in the paper based system, CRVS web based application system and in the National Population Registry system.

ii. Divorce occurring abroad

1. The court decides divorce and issues divorce judgment;

2. Divorced couple declares divorce to the Embassy/Consulate;

3. Ambassador/Consular registers divorce in the register of marriage;

In most cases the pronouncement of judgment by the court during a divorce preceding ends the process. However, in case the petitioner wants a certificate of divorce he/she may go for

registering the divorce at sector. At the Sector, the process of registering a divorce is not clear as there are no special forms for that purpose. There is no clear linkage between the court and the sector office, which would compel the courts to notify all divorces to the sector office for registration.

Figure 13: The current business process map for divorce and production of vital statistics
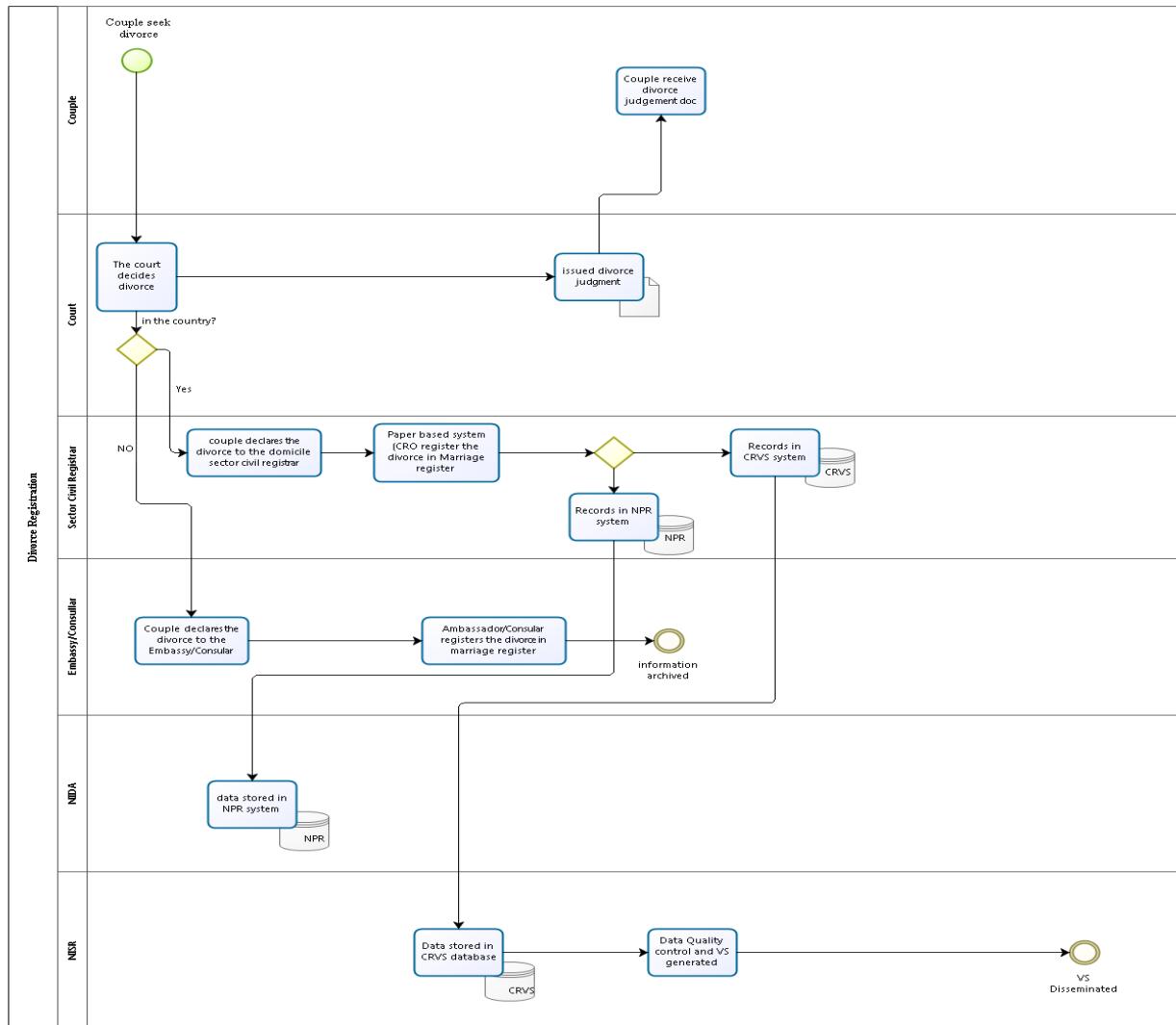
B. Desired business process model

1. The court decides divorce and issues divorce judgment;

2. The Court Chief Registrar notifies the Sector of domicile on the divorce through the National Centralized and Integrated CRVS System;

3. The Sector validates divorce notification through National centralized and integrated CRVS system;

4. The National centralized and integrated CRVS system automatically generates secure divorce certificate in Electronic Document Management System (EDMS);

5. Domicile sector civil registrar at the domicile sector issues divorce certificate;

6. The Civil Registrar records divorce in the paper based system;

7. NISR will have access to National Centralized and Integrated CRVS system.

Figure 14: The Desired (To Be) business process map for divorce and production of vital statistics
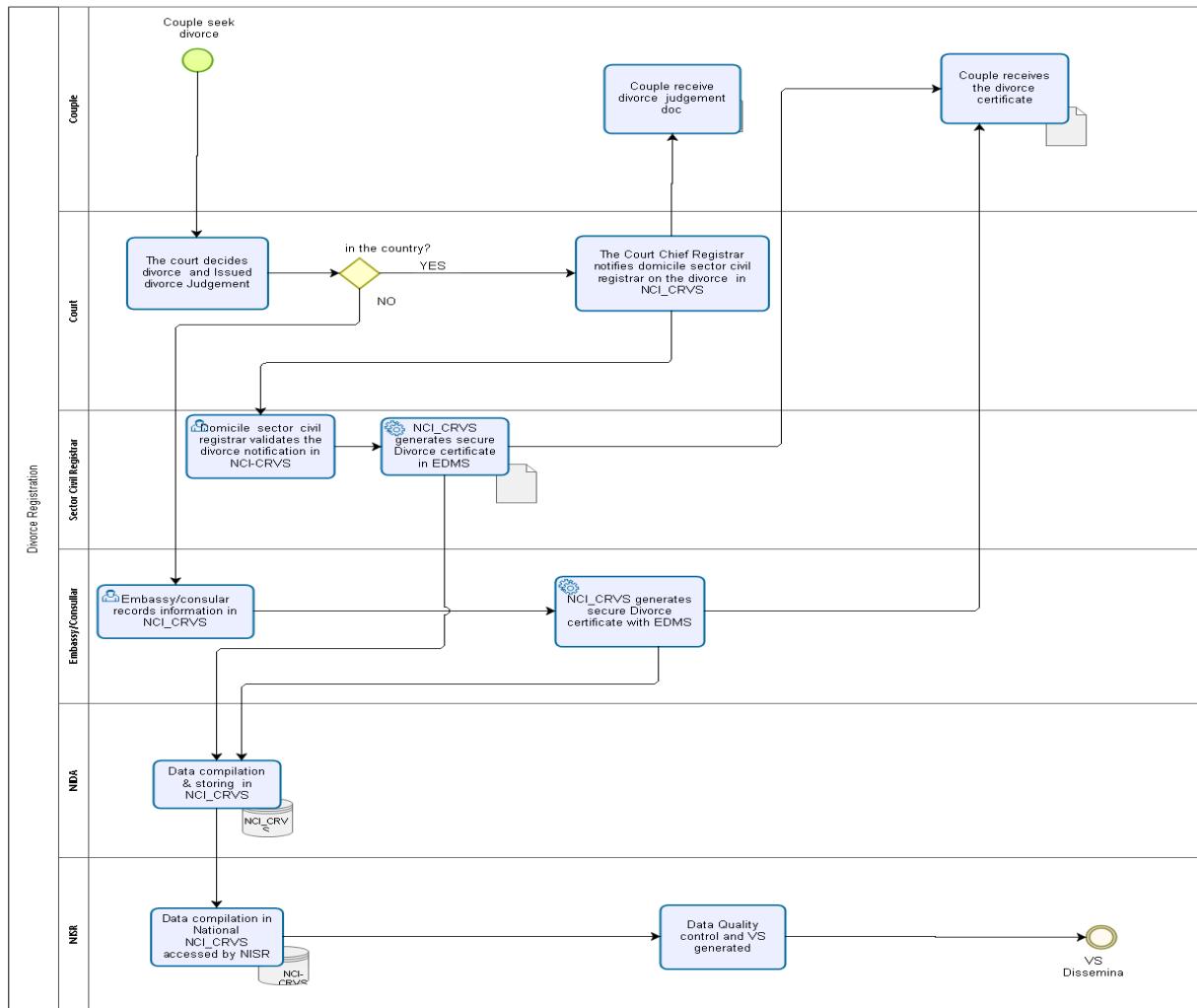
V. Adoption Registration and production of related vital statistics

A. Current (As-Is) Business Process

1. A person applies for adoption (for full adoption, the competent authority is consulted);

2. Domicile Sector Civil Registrar draws up an adoption record and files it to court for approval;

3. The court approves the adoption with an adoption order;

4. Domicile sector civil registrar registers the adoption in two systems: Paper-based system and CRVS Web based application system;

5. Domicile sector civil registrar issues the adoption certificate;

6. Production of vital statistics.

Figure 15: The current business process map for adoption and production of vital statistics
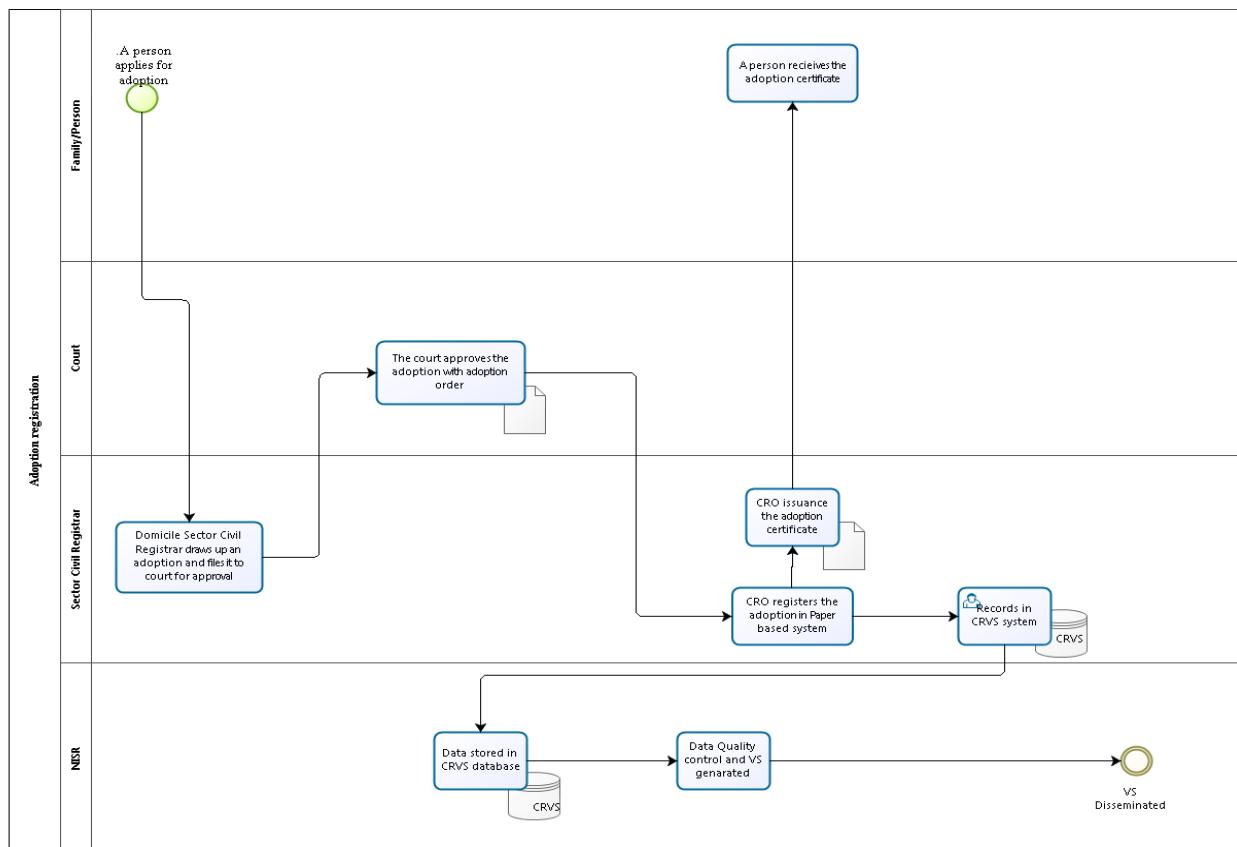
B. **Desired (To Be) business process model**

1. A person applies for adoption (for full adoption, the competent authority is consulted);

2. Domicile Sector Civil Registrar draws up an adoption record and files it electronically to the court for approval;

3. The court approves the adoption with an adoption order

4. The court chief registrar notifies domicile sector civil registrar on the adoption;

5. Domicile sector civil registrar validates the adoption through National centralized and integrated CRVS system;

6. The National Centralized and Integrated CRVS system automatically generates secure adoption certificate in Electronic Document Management System (EDMS);

7. Domicile sector civil registrar issues adoption certificate;

8. Domicile sector civil registrar records the adoption in the paper-based system (Adoption register);

9. NISR will have access to National Centralized and Integrated CRVS system

Figure 16: The Desired business process map for adoption and production of vital statistics
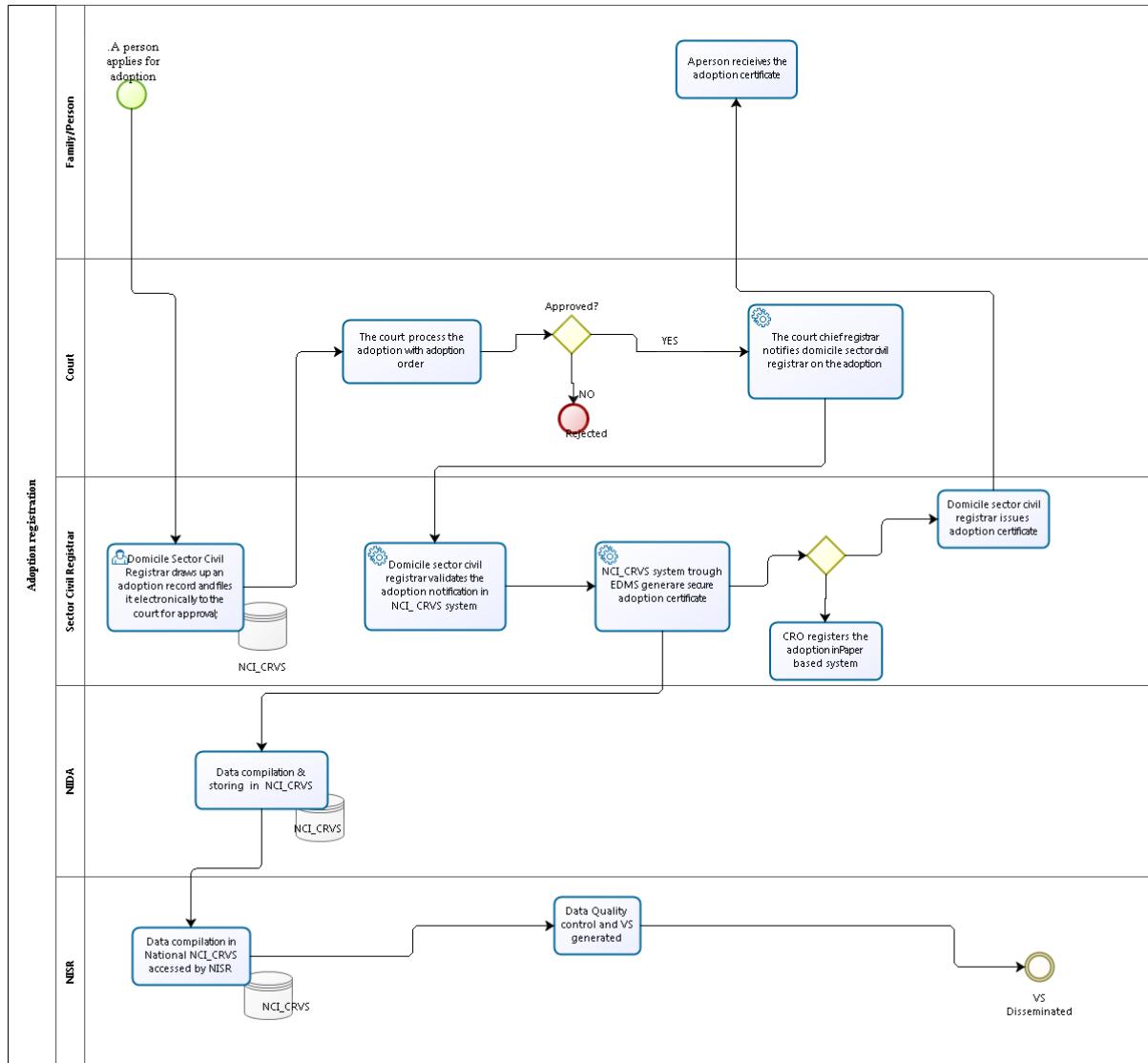
2.4.3 CRVS Value Chain: Defining the method of work

The value chain depicts the set of activities within an organization that are crucial to the viability and competitiveness in relation to CRVS. The CRVS value chain breaks down the system into inputs, processes, outputs and outcomes to have a better picture of the strengths and weaknesses of key stakeholders in serving users. The inputs are about what is being used to do the work; processes describe what each stakeholder does; outputs indicate what are being produced or delivered; and outcomes indicate what is wished to be achieved by improving the CRVS systems. The value chain analysis of the CRVS system describes civil registration and vital statistical processes in a coherent way; standardize process terminology for comparison purposes; set benchmark processes within and between institutions; identify synergies between processes; and inform decisions on systems architectures and organization of resources.

Figure 16 is a schematic presentation of the current value chain for Rwanda that demonstrates how the key stakeholder institutions - NIDA, MINJUST, Districts, MoH and NISR - operate from the CRVS systems and process perspectives towards achieving the desired goals and outcomes. It is color coded, where green shows that the inputs and processes for a key stakeholder is functioning well at this stage and will not require any action to improve it in the immediate future. On the other hand, "yellow" shows concern and "red" indicates that the system for that key stakeholder is not functioning well and requires attention. The value chain should assist the various stakeholders to see how they integrate, why they should collaborate and where they complement each other. The current CRVS value chain shows activities necessitating a high priority need of shift from the current state of weakness to an improved situation for achieving the desired output (boxes in red). Empty boxes mean that the specified processes / tasks are not performed by the identified institution. The activities in yellow box mean their current status is fairly good but need improvement while green box means the current activities performance is good and need to be sustained to achieve the expected outcome. The strategic objectives (see Section 3.6) are expected to address the weaknesses shown in yellow and red boxes in the figure.

Figure 17: CRVS System AS-Is or Current Value Chain

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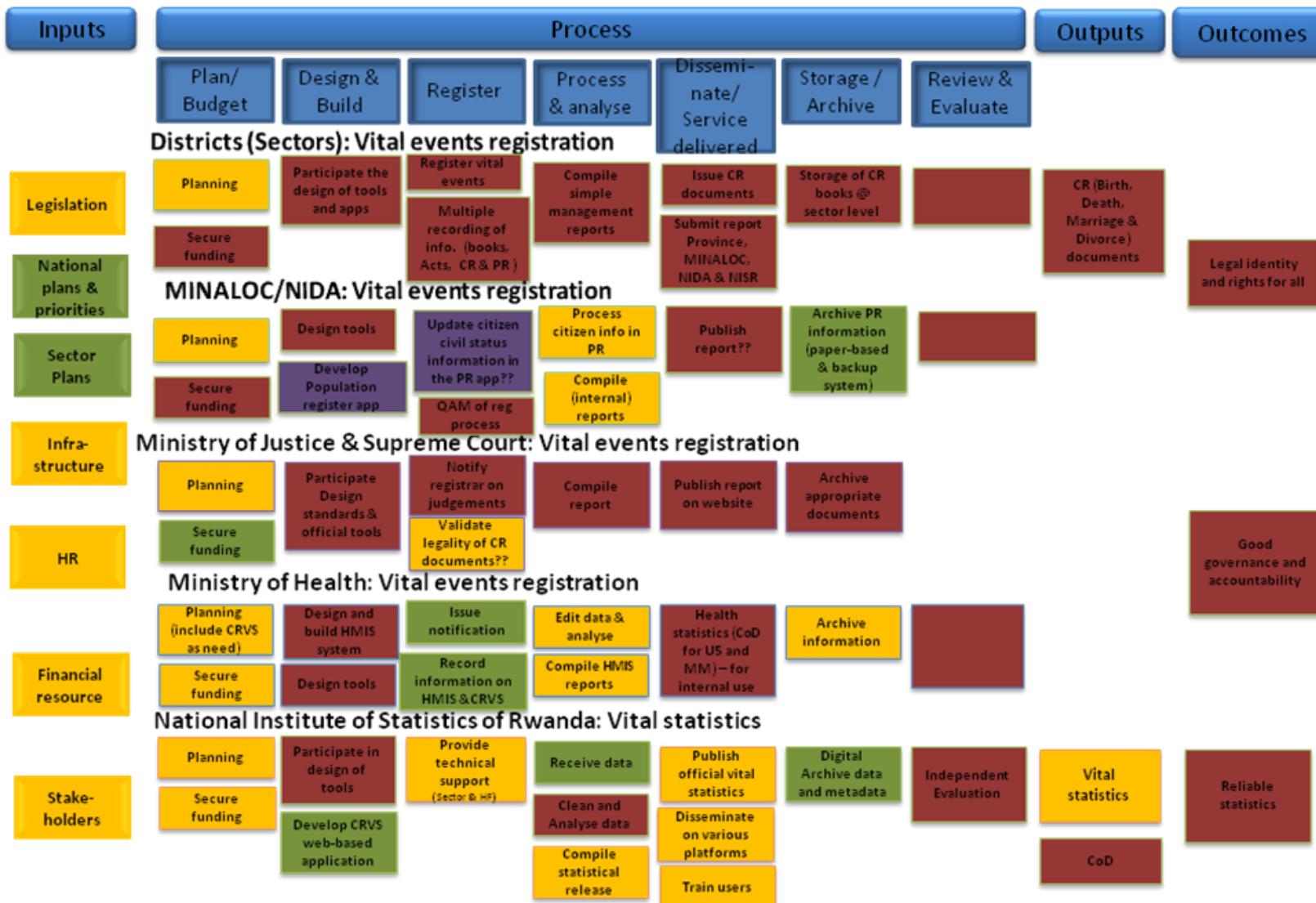
2.6   Situation analysis

The situational analysis identifies internal and external forces that may influence the key CRVS stakeholders' performance and choice of strategies. The analysis was undertaken to determine the key strategic issues that were identified in the comprehensive assessment in the CRVS internal environment (strengths and weaknesses) and make recommendations on areas of interventions for improvement of the systems. The analysis also considered the external environment that could provide opportunities or threats in the CRVS improvement initiative, by scanning external factors such as political, economic, social, technological, legal and environmental situations. The following section discusses those internal and external factors that may influence NIDA's, NISR's, and other stakeholders' strengths, weaknesses, opportunities and threats (SWOT) with respect to the CRVS system.

2.6.1   External environment: Opportunities and threats

Forces in the external environment that influence the CRVS system are usually beyond its control. However, it is an advantage of the system to be aware of these external forces so as to be able to take measures to minimize the risks associated with their impacts. Risk minimization measures would involve positively aligning the system's strategy with the forces of change, thereby taking advantage of working with the change rather than being ignorant of it or resisting it. Opportunities may arise from the positive aspects of PESTEL factors. The CRVS system needs to take advantage of these opportunities. The tool used for the scan or review of the CRVS system is PESTEL, which stands for the Political, Economic, Social, Technological, Environmental and Legal forces. Table 1 gives the opportunities and factors identified by the relevant PESTEL factors.

Table 2:   PESTLE related to Rwanda's CRVS systems assessment

Factors	Opportunities	Threats
Political	Strong political support and conducive legal and policy environment	Constant changes of leaders in key institutions, which may slow the high momentum for CRVS reform journey)
	Good will among CRVS stakeholders to enhance interagency collaboration, cooperation and support	Inter-dependencies - If one institution does not live up to the expectations, it could undermine the entire system.
	Increasing recognition of the importance of CRVS system at global, regional and national levels as an essential underpinning of Agenda 2030, Africa Agenda 2063 and AfDB's High Fives	
	African Civil Registration Day (August 12) and African Statistics Day (November 28) would promote and raise public awareness on the importance of a CRVS system.	
	Existence of international CRVS concepts,	

Factors	Opportunities	Threats
	standards and classifications.	
Economic	Development partners' demonstrated supporting	Government budgetary constraints might lead to inadequate funding of the CRVS programme and activities
Socio-cultural	High level of literacy which is expected to encourage registration of births and acquisition of subsequent certificates	Nonresponsive citizens arising from negligence, apathy, or lack of awareness of the needs and benefits of immediate registration of births and deaths, which leads to persistent low registration coverage
Technology	Computerization of the Government machinery: E-Governance is being promoted to capitalize on advance in Information Communication Technology (ICT), including use of hand held devices, mobile telephones and applications to the lowest geographical levels.	Potential power supply interruptions Internet connectivity unstable in some areas Hackers could threaten systems
Environment		Natural disasters could disrupt the continuous and permanent nature of the CRVS system
Legal	The September 2016 law on civil registration	Lack of alignment of definitions of vital events could undermine the quality of vital statistics from CR, and hence negatively affecting outcomes of policies and decisions on major issues such as SDGs

2.6.2 Internal environment: Strengths, weaknesses and recommendations

This section reports on the analysis of the CRVS Systems' internal environment, with focus on the management systems, technical capacity, number and type of expertise of staff, finances, and other pertinent factors that could affect the achievement of planned activities.

Summary of strengths observed in the comprehensive assessment

CRVS systems' current and potential strengths include the following:

i. There are laws and policies providing for registration of births, deaths and marriages;
ii. Government allocated budget available for CR and VS operations;
iii. CR registration software available in the form of web-based application developed by NISR;
iv. Minimum number of human resources required for registration of vital events is available in Sector offices;
v. Computers are available for civil registration in most of the service points
vi. Digital Population Registry of NIDA in place and it has a reliable backup system;

vii. Law on organization of statistical activities deals with aspects regarding collection, compilation, analysis, publication and dissemination at national and sub-national levels. The persons and family law also has tasked local civil registrars the responsibilities of production of vital statistics from civil registration.

viii. Availability of medical doctors for certifying deaths in many of the health facilities

ix. Over 95 percent of births take place at health facilities.

x. Almost all new born are vaccinated immediately after birth whether it occurs at home or in a health facility, thus providing the opportunity to on-time registration of events

xi. About 40 percent of deaths occur at health facilities.

Summary of weaknesses observed in the comprehensive assessment

Several weaknesses and gaps were identified in the CA and BPM and prioritized according to their severity. The top priority weaknesses of the CRVS systems that need to be addressed include the following:

i. The legislative environment is conducive for current CR and VS operations, however requires improvement in order to create a well-functioning CRVS system, in particular definitions of births and deaths need to be aligned to international recommendations. It should be noted that the current legislation does not make registration of divorces compulsory.

ii. A well-functioning CRVS involves several well-coordinated key government stakeholders such as NIDA, NISR, MINIJUST and MOH. Currently, there are no formal coordination mechanisms among these key stakeholders at policy, technical and administrative levels.

iii. Death registration is still very low. This can be improved easily and quickly if the existing Law n° 11/2013 determining the organization and use of cemeteries is implemented and the authorization process for burials is enforced in Cells and Sectors.

iv. Inadequate accessibility of some service points are factors for low registration of vital events. Innovative approaches such as mobile registration and extending the registration of occurrences of vital events to the Cell level ought to be considered.

v. An officer responsible for civil status in Sector Administrative Office has several other responsibilities besides the registration of vital events. Thus, it would take longer time or requires several trips for a declarant to get service. This is exacerbated when the civil status officer is on leave, sick or away from the office for some reason. There are no contingency arrangements for such situations in most of the sector offices. Isolated cases of persistent stock out of registers and other forms were observed in some Districts. Such situations render the users of service points to involuntarily miss the deadline set by the law and thus be penalized for no fault of their own

vi. Some offices in Sectors and health facilities lack adequate archiving space, office furniture, access to Internet, and the like. The insufficient infrastructure makes the civil registration process and service provided to customers inefficient.

vii.   Birth, death, marriage and divorce registration tools are not standardized and not fully aligned with international recommendations. The existing practice has been inherited from colonial period with minimal improvements. There are no operational guidelines on vital events registrations.

viii. There is lack of formal training programme in education system on CR, VS, CoD and ICT. Most of the civil status officers and those working in health facilities did not have any form of training on the CR activities they are expected to perform. The knowledge of medical practitioners on international classification of diseases is limited, and practically none of them record cause of death on deceased patients according to international standards.

ix.   Registration of vital events is free but certificates need payment of fee which is not affordable by all segments of the population. This could possibly reduce the demand for registration.

x.   NIDA has successful implemented national IDs with unique numbers for populations aged 16 and above. The unique number needs to be provided at birth and recorded when information of vital events are entered into the Web-based CR Application. It would also serve as a means to create interface and integration with other databases, such as HMIS and Population Register.

xi.   There is lack of comprehensive, integrated and secure IT solutions in all registration operations of CR and VS systems.

xii.   Same set of information is more or less captured on the same event in several databases, such as the CRVS Web-based Application by NISR, HMIS by MoH, and National Population Register by NIDA. Each of these processes operates in silos when they can be linked to make the system perform better.

xiii. There are no mechanisms for recording causes of death occurring in communities unless when a death is reported to the police and then autopsy conducted by health facilities.

xiv.   Awareness creation and educational programmes on registration of vital events are weak.

xv.   There is need to strengthen NISR's current monitoring and evaluation framework to improve CRVS systems.

xvi.   The level of use of vital statistics as evidence in policy and planning is inadequate.

2.7 SWOT analysis and main recommendations

SWOT (Strength, Weakness, Opportunity and Threats) analysis looks at what works well and what needs to be improved in the CRVS internal environment; and investigates those factors that could be considered as opportunities or threats in the external environment (Political, Economic, Social, technological, legal and environment). To setup a robust CRVS system, strengths are to be maintained or leveraged while weaknesses need to be addressed by converting them to strength or removing them. Opportunities in the external environment must be exploited and threats need to be converted to opportunities if possible, otherwise they should be minimized or countered. It should be noted that what seems to be an opportunity today could be a threat during the implementation of the improvement process and vice versa.

2.8 Summary of weaknesses, matched strengths and recommendations

The analysis of the comprehensive analysis of the CRVS systems brought out more than 30 weaknesses. These were prioritized using the approach developed by the University of Queensland. Nineteen were identified as high priority and high impact issues. Recommendations were made on how to resolve the issues. These recommendations are expected to bring major improvements in the systems in the shortest possible time.

Table 3: Weaknesses, matched strengths and recommendations

Weaknesses / gaps	Matched strengths	Recommendations/strategy
1. The legislative environment requires some improvements	Law No 32/2016 which govern Persons and Family meets the international principles of a comprehensive CR system	In order to create a comprehensive CRVS system, the legislative environment requires improvement in the definitions of birth and death, late and delayed registration, registration of neonatal deaths, among some others, by aligning it to international standards
2. Authorization process for burials not enforced, e.g. burial places are not centrally organized in Cells and most Sectors, thus there is no recording and control on how burials are conducted	Nº 11/2013 on management of cemeteries exists	Enforce law Nº 11/2013 and support Sectors and Cell offices in organizing cemeteries, where they do not exist
3. Civil registration activities from NIDA, NISR, MINALOC, MINIJUST and MOH are not integrated.	- Existence of plan to modernize civil registration by NIDA - Existence of a National Strategy for Development of Statistics II which priorities the strengthening of civil	Integrate all plans with the CRVS strategic plan being developed and prioritize CR activities through District Performance-based contracts (Imihigo)

Weaknesses / gaps	Matched strengths	Recommendations/strategy
	registration system by NISR	Reorganize CRVS systems organizational structures, functions & roles and responsibilities in key stakeholders, particularly NIDA
4. No permanent CRVS coordination mechanism among key stakeholders at all administrative levels	There are mechanisms for coordination of ministries on social, governance and economic matters (Clusters); Health system well-structured to the lowest administrative level	Establish CRVS coordination and management committees at national and local level
5. Isolated cases of persistent stock out of registers and other CR books in some Districts	Districts have budget.	Districts should allocate adequate budget for civil registration activities and ensure timely procurement and supply of materials and forms.
6. Few sectors and health facilities in rural areas are not well equipped to conduct CR activities (e.g. Lack of adequate archiving space, office furniture, access to internet, etc.)	Sectors and health facilities provide conducive environment for civil registration in urban areas and most rural areas.	Standardize the level of CR services in all areas to the desired levels.
7. Some civil registration office and health facilities are not geographically easily accessible (Long distance travelled)	Most of local civil registration offices and health facilities are accessible.	Make civil registration accessible to all, by establishing e.g. new registration centers at Cell level, mobile registration services and any innovative possible approach.
8. - There is no continuous registration of events when the civil registrar is not in office for an extended period such as annual leave or sick leave. - The officer in charge of civil status is often swamped in activities other than civil registration related ones leading to only few days reserved for the registration office (inaccessibility to services)	Civil registrar are civil servants	Adhere to existing arrangement (e.g. support from mayor), filling vacant positions of governance officers in all Sectors and also consider recruiting or nominating additional staff to provide better civil registration service where necessary.
9. Limited skills regarding vital events registration (No orientation training, record keeping, computer skills, and professional code of conduct…)	Civil servants structure is strong	Strengthen the capacity of civil registration staff and Health staff on Laws, IT, use of ICD; Develop standard operating procedures.

Weaknesses / gaps	Matched strengths	Recommendations/strategy
10. Registers are outdated and not in line with international standards. Size and formats are not user friendly and do not have anti-fraud measures.	Registers and forms are available	Forms and registers should be revised and aligned to international recommendations to the possible extent, with possibility of applying new technology
11. The certification of vital events is not free.	Registration of vital events (Birth, Recognition and Death) is free of charge	Certification (first copy or extract of record) should be affordable to all.
12. The identity given at birth is incomplete. The ID number is not given until citizen is 16 years old.	The NPR generates a unique application number which identifies persons before their biometric data are taken.	Unique identifying number should be given as part of birth registration process.
13. Inefficient registration process (same information captured in the several registers (e.g. web based application, HMIS, register of acts and National Population register)	Registration of vital events.	Reform the CR business process and computerize, or use IT integrated solutions.
14. Strengths offered by health facilities and other stakeholders not exploited at the maximum level	High contact point between health system and the public.	Exploit existing high contact between health systems and the population to increase the births and deaths registration including CoD coverage.
15. There are no mechanisms for recording causes of death in community unless when the dead body is reported to police and transferred to the hospital for autopsy.	Existence of systems to capture cause-of-death for community deaths.	Implement the home based care practitioner and verbal autopsy project and similar initiatives; integrate it into the CRVS System.
16. Systems not interfaced each work in silos.	Existence of CRVS Web-based application software developed by local software experts, existence of national population registry and Health Management Information System (HMIS) and Irembo.	Upgrade the systems and integrate them and ensure ease access to all.
17. Poor standards of materials for storing and archiving of CR books (not protected from damage) and loss of civil registers	Legal procedures for record amendment, correction, and declaration and restoration of disappeared civil status records are clearly laid out	Improve physical storage, restore all lost documents and develop digital backup for all CR documents

Weaknesses / gaps	Matched strengths	Recommendations/strategy
18. Awareness and educational programmes on registration of vital events are weak	Existence of efforts to senzitise communities to declare civil status events focusing mostly on birth and marriage (e.g. Dohora campaigns), Community Based Health Insurance, etc.	Initiate programmes on CRVS awareness and disseminate information using appropriate channels.
19. The surveys have not touched sufficiently all aspects of CRVS	- User satisfaction survey conducted regularly by NISR - Rwanda governance month conducted on annual basis - MOH, MINALOC, NIDA, NISR Have been holding joint and regular supervision of CR activities - SDGs	Improve the M&E to strengthen the CRVS systems.

2.9   Problem Statement and Strategic Shift Required

The civil registration system is not well developed in Rwanda. As a result, like in many other African countries, most of our people have come into this world and left without leaving a trace on official records. Our people have been living without being legally recognized and benefiting from a continuous supply of reliable data on vital events to support informed policy making, implementation and monitoring of development plans. In its place, the need for vital statistics was met by conducting expensive periodic surveys and decennial population censuses. Also, in the absence of reliable information on causes of death there is no solid basis to determine which diseases have major impacts on the population. This in turn has impacted negatively on the development and transformation efforts to improve the wellbeing of the citizens.

The comprehensive assessment of the CRVS system conducted in August-October 2016 has highlighted the state of registration of vital events as follows:

i.   According to the NISR's annual CR based VS report of December 2015, only about 50 percent of births are registered; whereas less than 30 percent deaths are registered and enter into the official statistics.

ii. Until September 2016, the legislative framework for a comprehensive CRVS system was weak. The recently issued law no 32/2016 is comprehensive and compulsory but definitions of a birth and a death are not aligned to international standards; it requires still-born and neonatal deaths not to be registered; and it does not make distinctions between late and delayed birth registrations.

iii. The law does not render registration of divorces compulsory. This results in lack of reliable data to study the causes of divorces for informed decision making.

iv.   We do not know and therefore understand the major causes of death in the country, classified by districts and sectors, among men and women, young and old, urban and rural settings.

v.   Most of our people are not aware that they have to register all vital events.

vi.   Civil registration services are not reaching all our people in the villages.

All these imply that our citizens do not have the proper document to enable them to enjoy their rights; our plans and policies are not informed by the realities on the ground due to a lack of timely and continuous evidence on vital events; and we are missing opportunities to improve good governance and deliver basic services due to the fact that CR processes are not integrated with other relevant government systems and processes. There is therefore an urgent need for a strategic shift to improve the state of affairs of registering key vital events of our people for the betterment of our society.

CHAPTER 3.   WHERE DO WE WANT TO BE?

Strategic planning enables the creation of a holistic, systematic, comprehensive roadmap of how to execute the necessary reform actions, considering the desired functions of the CRVS system and the many stakeholders involved. The core value of a strategic plan in the CRVS reform process is that it focuses the energy, resources, and time of all relevant actors on a common purpose and direction over a defined duration of time, which ensures efficiency in the use of the human and material resources available and effective prioritization and implementation of all required actions. This chapter presents a description of the strategy for the improvement of the current environment for CRVS, first by setting out the strategic direction and overall goals. It then lays out the strategic outcomes and objectives.

3.1   Strategic direction

The strategic direction is cast by stating vision, mission and values for the desired CRVS system. Developing a vision statement, a mission statement, and a statement of values is an essential element of strategic planning because it establishes the desired future and the means for growth of a viable CRVS system.

3.1.1   Vision

The vision statement presents the main goal of the CRVS system, by taking cognizance of the current state of the system and indicating the direction where the system should be in the future. It addresses the sad state of invisibility of millions of Rwandans in official records, and at the same time guaranteeing that the legal requirements of citizens are met and quality vital statistics, including information on causes-of-death, produced regularly and on time. The vision that will guide all actions and activities of the CRVS functions of the key-stakeholders is:

> ***Make every life known and count***

This translates into Kinyarwanda as follows:

> ***Menyekanyisha buri wese kuko ari uw'agaciro***

It is an answer to the question, "where do we want to be in 2022?" This vision will be achieved through the establishment of a strong and well-coordinated CRVS System.

3.1.2   Mission

The mission statement of the CRVS strategic plan is:

> *To build a modern, timely, complete and integrated CRVS system to ensure legal identity for all, good governance and evidence-based decision making for sustainable development*

In Kinyarwanda it translates as follows:

Kubaka uburyo bugezweho, bukorwa ku gihe, bwuzuye, kandi bukomatanya iyandikwa ry'irangamimerere n'ibarurishamibare riyishingiyeho, hagamijwe iyandikwa rinyuze mu mategeko ry'abantu bose n'ibibaranga; imiyoborere myiza n'ifatwa ry'ibyemezo rishingiye ku mibare ifatika kandi rigamije iterambere rirambye

The mission defines the fundamental purpose of the system, why it exists, its core business as well as what makes it unique. The accomplishment of the mission ensure the successfully achievement of the vision of the CRVS system.

3.1.3 Core values

Values stipulate how the key stakeholders of the CRVS system will handle their business affairs. The core values are expected to create and drive a culture for change and provide a framework within which decisions are made. Shared values guide organization members in terms of how to approach their work and deal with each other and their customers. The following core values were identified to play a big role in driving changes and maintain a culture supporting the successful implementation of the strategy plan.

i. **Excellence and Innovation (Kugira umuco wo kuba indashyikirwa no guhanga udushya):** The Government of Rwanda is eager to build a modernized and integrated CRVS system that can serve multiple purposes through innovative and effective work. We will strive to take advantage of all opportunities and internal strengths by applying new strategic technologies and methods to consistently meet users' expectations.

ii. **Collaboration and teamwork (Gukorera hamwe):** Civil Registration and vital statistics have several stakeholders, both in terms of supply and demand. They all have to work together in the interest of the citizens. We shall consider collaboration and teamwork as important factors in building a strong CRVS system.

iii. **Commitment to achieving results (Kurangiza ibyo watangiye):** The spirit of hard work will characterize all our efforts to get rid of the scandal of invisibility in civil registration and vital statistics. We shall endeavor to implement and complete what we have planned or started.

iv. **Transparency and accountability (Gukorera mu mucyo no kubazwa ibyo dukora):** Civil registration and vital statistics provide multiple benefits. The right of a person to be counted at the two extremes of life is fundamental for social inclusion. To serve all, we will be transparent and fair with our methods of operations and reporting.

v. **Perceptiveness (Gushishoza):** There are many factors and approaches that can benefit some and disadvantage others in accessing quality CR. Therefore, it is imperative that due consideration be given to all possible exceptional cases to ensure full registration coverage. We will ensure that the principles of integrity, honesty, impartiality, fairness and objectivity will always be respected.

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3.2 Overall strategy goal

The overall goal is where we want the CRVS system to be in the long term. The highest goal of a well-functioning CRVS system is to be able to support evidence-based development and transformation of society. The information collected through the civil registration system allows identifying a subset of the population requiring intervention or services, such as health care, education, social protection, as well as humanitarian response in emergency situations. Eventually, the systematically registered vital events can facilitate access to essential public services that every individual is entitled to enjoy.

3.3 Strategic Outcomes, Goals and Performance Indicators

Strategic outcomes refer to a change desired in the status of the CRVS system resulting from implementing the plan. A goal refers to where we want the system to be, wholly or in part, in the long run. In other words, strategic outcomes and goals serve to achieve the desired vision. The following three strategic outcomes were identified through consultations with stakeholders to address the challenges relating to improvement of CRVS in Rwanda and achieve the mission and vision:

> Strategic Outcome 1: Legal identity and rights for all
> Strategic Outcome 2: Good governance and accountability
> Strategic Outcome 3: Reliable statistics

The following section presents the three strategic outcomes, their goal statements and key indicators that are expected to measure the level of achievement of the desired goals.

Strategic Outcome 1: Legal identity and rights for all

Goal statement: By 2022, to achieve a registration rate of 95 percent for births, 90 percent for death, and 95 percent for divorce. A hundred percent for all legal marriages are properly recorded.

The key performance indicators for success are:

- Number of regulations and directives to improve the CRVS systems developed and disseminated; and Law on management of cemeteries (No 11/2013) implemented and percent of Sectors and Cells with functioning cemeteries resulting in increased death registration.
- Percentage of people aged above 18 years reached with IEC messages.
- Increased number of health facilities and Cells offices providing registration services in order to bring services closer to all users, including hard-to-reach areas.
- An automated, integrated and modern CRVS business process is available and in use in all offices.

Strategic Outcome 2: Good governance and accountability

Goal statement: By 2022, an integrated and modern CRVS system enhances good governance and accountability for better service delivery.

The key performance indicators for success are:

- A High-Level CRVS Coordinating Committee (HLCC), a National CRVS Technical Steering Committee (TSC) and District-level committees established and operational, the CRVS core team is institutionalized and a number of meetings held and periodic reporting by each committee.
- A National Mortality Technical Working Group is established and a number of meetings are held quarterly.
- Inter-linkages and synergies between business processes of all the key CRVS stakeholders, other line Ministries, Judiciary and agencies through memorandum of understanding (MoUs); and the CRVS programme becomes part of line ministries and districts IMIHIGO (Performance contract);
- Periodic reports on meeting with key stakeholders and DPs (Partnership forum), the biennial Conference of African Ministers Responsible for Civil Registration, on the celebration of the African Civil Registration day (August 12); and possibly organize a CR scientific conference in Rwanda in collaboration with APAI-CRVS Secretariat.

Strategic Outcome 3: Reliable Statistics

Goal statement: By 2022, vital statistics, including causes of death, are reliable and of high quality and available for use in evidence-based decisions and planning

The key performance indicators for success are:
- The contents of CR instruments are reviewed, and aligned to international standards, operational guidelines are developed
- Percentage of deaths registered with a medically certified cause of death
- International medical certification of causes of death is taught as part of medical and health science curriculum; Medical certification of COD is part of continuing professional development online courses; and the percentage of deaths occurring in community registered with CoD collected using verbal autopsy.
- Number of supportive supervision done to ensure quality of vital statistics and ANACoD software is institutionalised to improve Cause of Death Reporting.
- Regular dissemination of vital statistics including causes-of-death
- Monitoring and evaluation of the entire CRVS system is developed and institutionalized
- Number of SDGs indicators monitored using CR based VS and the degree of contribution to the implementation of NSDS2.

3.4 Strategic enablers

A set of enablers of the achievement of the strategic outcomes were also identified in line with the strategy Balanced Scorecard approach. These enablers that represent the learning and Growth perspective of the Balanced Scorecard are: Information capital, Human resources, Organizational resources, and Governance and accountability. Investment on these enablers is critical to achieve the three strategic outcomes.

3.5   Strategic responses

There is strong political will and support in Rwanda that is conducive for establishing a well-functioning CRVS system. Effective political will and leadership should not only recognize the importance of CRVS but, it should also manifest in sufficient financial support to CRVS; enforcement of the regulations regarding the use civil registration products and services, e.g. Birth certificate should be regarded as the sole basis for individuals' identity and validating date of birth. Investing in CRVS yields great dividends, but the cost of indifference is high.

The following key strategic responses or recommendations extracted from Table 3 are expected to help improve the current systems to the desired level at a reasonable cost and in few years:

   i. **Enabling legal and policy environment**: In order to create a comprehensive CRVS system, the legislative environment requires improvement in relation to birth and death, late and delayed registration, registration of neonatal deaths, among some others, by aligning it to international standards. It is highly recommended to establish, with strengthened legal framework, solid linkages between civil registration and other various national systems, and interoperability of CRVS databases and other management information systems such as National Population registry, CRVS Web-based application system, HMIS, Irembo platform.
   ii. **High-level coordination and oversight mechanism**: Putting in place an appropriate institutional coordination mechanism that brings on board key stakeholders involved in civil registrations processes, the production and use of vital statistics and establish a high level and District level oversight and guidance committee.
   iii. **Restructuring CRVS key institutions**: Reorganize CRVS systems' organizational structures, functions & roles and responsibilities in key stakeholders, particularly NIDA and NISR.
   iv. **Re-engineering the civil registration business processes**: Eliminate duplication of efforts on current paper-based registration thus reducing the waiting time for the public; and harness the efficiency from computerization of the CRVS and identification management systems through integrated solutions, interoperability and definition of clear standards.
   v. **Financing of CRVS**: Prioritizing CRVS programme by making it as part of line ministries and districts performance contracts (IMIHIGO).
   vi. **Recording of cause-of-death**: Ensure that each death in health facilities has its causes determined and recorded in accordance with WHO guidelines; and the application of verbal autopsy for community deaths until all deaths occur in health facilities. Collecting reliable data on major diseases will help identify the major killings for appropriate corrective and preventative measures.
   vii. **Capitalizing on low hung fruit**: Activating the law on burials where districts, sectors and cells organize cemeteries in incremental phase approach would bring a profound increase in death registration in a short time, thus enabling the country meet the monitoring requirements of many of the SDG targets.
   viii. **Enhancing statistical quality of data and standards**: Improving quality of registration information by analyzing statistics from civil registration regardless of the level of completeness as a means to establish the state of the system and improve its development.

3.6   Strategic objectives

The strategic outcome and goals are in turn realized by defining strategic objectives identified in response to the strategic issues brought out by the comprehensive assessment and desk review. The overall strategy is structured around the three strategic outcomes and the strategic enablers, each of which embodies strategic objectives, cascading down through a number of activities. A total of 13 strategic objectives have been identified. The hypothesis is that following this approach will enable the realization of the mission and the vision.

Table 4: Strategic objectives in support of legal identity and rights for all

(Strategic Outcome 1)

Strategic objectives	Nature of strategic activities/Outputs
1.1 To improve the legislative environment and align with international practices and enforce laws and regulations	**Improvement of legislative environment:** Review the law n°43/2011 of 31/10/2011 establishing the National Identification Agency and determining its mission, organization and functioning to endow the DG of NIDA and the head of Identification Department respectively, responsibilities of « General Registrar » et «Deputy General Registrar ». Review Law N° 14/2008 of 04/6/2008 governing registration of the population and issuance of the national identity card. Elaborate all implementing Orders (legal instruments to support the implementation of the Person and Family law).
	Implementation and enforcement of the CR laws, particularly law of management of cemeteries (No 11/2013).
1.2. To increase the coverage of registrations of births, marriage, divorce and death registrations, including raise awareness of the population	**Create and intensify public awareness on CR:** Awareness through community work, parent forums, community meetings, and promotional materials. Use media such as radio, television, and online media. Use entertaining approaches, including educational videos and live concert to reach all. Disseminates messages in the most frequented areas using billboards, banners, posters, etc.
	Decentralize CR to health facilities to Cell levels on incremental basis and Revise, re-engineer and secure approval of the new CR business process (Operational guidelines): -Revise all CR registers and forms, elaborate CRVS Operational guidelines (CR Books user guide, CR Service charter, Archiving guidelines, VS production and dissemination guide) -Design a task shifting programme

Table 5: **Strategic outcome 2: Good governance and accountability**

Strategic objectives	Nature of strategic activities/Outputs
2.1: To establish coordination mechanisms for CRVS system	Establish various coordination committees of CRVS: • high level coordination committee (Ministerial level), • Establish national steering committee (DG-level), • Institutionalize a CRVS core team (Technical level) • Establish District Task force on CRVS (Local level) • National Mortality Technical Working Group
2.2 To institutionalise CRVS programme and establish interlinkages with line ministries, agencies and Districts	To establish Interlinkages with other line Ministries, Judiciary (for complete registration of divorce) and agencies;
	Make CRVS programme part of line Ministries and districts IMIHIGO (Performance contract) and evaluated;
2.3 To strengthen collaboration with national, regional and international key stakeholders	Organize periodic partnership forum with key stakeholders and Development Partners during the celebration of African civil registration day
	Organize annual conference for all Civil Registrars
	Participating in the biennial Conference of African Ministers Responsible for Civil Registration (CoM)
	Clear CR backlog in all Districts
	Organize CR scientific conference in Rwanda in collaboration with APAI-CRVS

Strategic outcome 3: Reliable Statistics

Strategic objectives	Nature of strategic activities/Outputs
3.1: To produce and disseminate reliable vital statistics including causes of death according to international standards and improve public vital statistical literacy	Elaborate guidelines for data collection, analysis, transfer, consolidation and dissemination based on international standards
	Support introduction of ICD-10 and the international form of death certificate by improving medical certification of causes of death through training of existing medical staff
	Incorporate training on medical certification of causes of death in medical school curricula and medical officers licensure/re-licensure requirements
	Implement automated verbal autopsy on out of facility deaths and integrate systems into routine CRVS
	Ensure efficiency and effectiveness of data quality through regular supervisions and adopting useful tools such ANACoD.
	Publish regularly and timely vital statistics, including causes-of-death. Use of mass media and open data channels.
3.2: To promote use of vital statistics as evidence in policy and planning	Organize stakeholders platform for dissemination and reporting to strengthen engagements with vital data users

| 3.3: To strengthen the vital statistical system and align to continental and international development agendas needs | Contribute to the Implementation of NSDS2 which creates favorable environment to CRVS system |
| | Monitor and evaluate Sustainable Development Goals through strengthened CRVS |

Table 6: **Strategic outcome 4: Learning and Growth perspective**

Strategic objectives	Nature of strategic activities/Outputs
4.1: To Strengthen Information Capital	Innovate and integrate the information and technology environment to harmonise information systems across sectors
	Use mobile phone technology to reinforce CRVS related Information, Education and Communication (IEC)
	Establish local and cloud based storage with disasters recovery solution/ Electronic Back up
4.2: To reinforce Human Capital	Establish an inter-sectoral CRVS training programme (Capacity building plan on CRVS)
	Hiring a Manager of cemeteries in sectors and cells to properly manage Cemeteries. The HBCP can double as Cemetery manager in cell
	Conduct study visits for learning
4.3: To reinforce the organizational Capital	Reorganize CRVS systems organisational structures, functions & roles and responsibilities in key stakeholders
	Drive institutional change at all levels and institute change management programme
4.4 Governance and administration	Mobilize financial resources for the CRVS improvement initiative;
	Allocate adequate budget for districts;
	Improve procurement and supply of materials and equipment for CR activities

CHAPTER 4. HOW ARE WE GOING TO GET THERE

This chapter presents the strategy map, critical success factors and strategic risks in the implementation of the CRVS programme. The map summarizes the CRVS strategy. It is based on the Balanced Scorecard approach that addresses the social impact, stakeholder perspective, business process and the growth perspective of the CRVS strategic plan. The chapter also elaborates on the key factors that are needed to register success in the establishment of a CRVS system.

4.1   Strategy map

The strategy map is a dynamic visual tool that describes and communicates the strategy. It is a graphical representation of what needs to be done in each of the four score card perspectives mentioned before in order to effectively execute the identified strategies. It facilitates a balanced approach to strategy formulation by ensuring that the strategic objectives cover all strategic aspects within the CRVS system and gives an overview of how MINALOC, NISR, NIDA, MoH, Districts and other key stakeholders, including Development Partners, aim to achieve the desired vision. It shows the chain of causes and effects that would lead to the desired strategic outcomes, which in turn would bring the fulfillment of the desired vision and mission.

In the strategy map, the three strategic outcomes and their corresponding strategic objectives are coded same color to show their linkages. The enablers and their strategic objectives are common to each of the strategic outcomes.

Figure 18. CRVS System Improvement Strategy Map
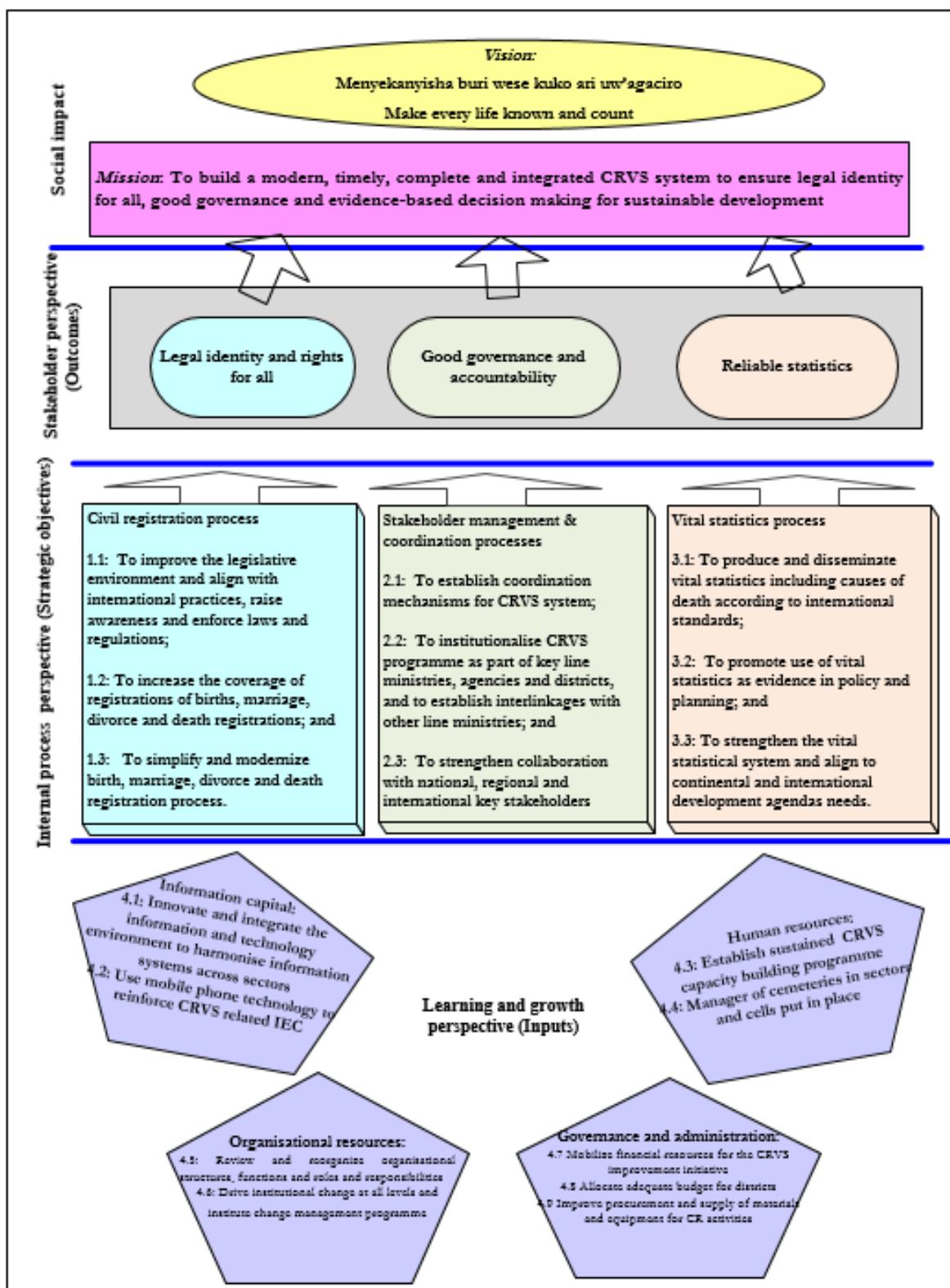
4.2   Strategic risks, impact and management

Strategies are hypotheses based upon a number of assumptions. Every single element of strategy can be influenced, to some extent, by uncertainty. Strategic risks take a variety of forms. Some are externally focused, some internally based, and some a combination of the two. These occurrences are usually unexpected and become a major distraction, preventing the entire organization from achieving the strategies planned. Therefore uncertainties must be reduced by identifying potential strategic risks and increasing organizational knowledge of these risks. Monitoring and evaluation to assess performance and create strategic alignment are important in managing strategic risks.

Table 7.   Key strategic risks, impact and management

Strategic risk	Impact of risk on outcome	Risk management strategy
1. Securing funding for CRVS implementation -Lack of coordination between Donor partners with different mandates – Impacting on funding	May result in duplication of efforts or creating gaps due to competing priorities and therefore impacts negatively on the outcomes	Establish a donor coordination mechanism through partnership forum, the HLCC and National CRVS Steering Committee
2. Natural disaster	Could disrupt or damage on-line registration & archived information	Set remote backup systems
3. Interdependency on other line ministries and administrative units to deliver the CR services	If one or more of the key stakeholders perform poorly, this could disrupt the value chain	Establish MoUs or other mechanisms
4. Public perception on services delivered by government	Low registration of events	Advocacy and educational programs
5. Inadequate or poor quality of information sourced from civil registers	May undermine the opportunity for timely evidence based development & transformation at all levels. If no quality statistics are produced from the CR system, it may demoralize partners and pull out from supporting the system	Adequate budget assigned to cope up with constant flow of vital events information. Engage DP to support evidence based decision making
6. Inability to respond to high demand for causes-of-death data	May undermine the opportunity for timely evidence based development and transformation at all levels.	Introduce a scalable continuous sample verbal autopsy process integrated with the CRVS system
8. Changes of leadership in key institutions and high turnover rates among the CRVS staff within government institutions	May reduce the high momentum for CRVS reform journey. The turnover can badly affect the continuous learning and capacity transfer within CRVS System.	To strengthen the capacity of the existing institutional workforce in order to form a strong critical mass of experts in CRVS.

4.3   Critical Success Factors

Leadership driving change: Coordinated political and strong executive leadership is required throughout the CRVS system strategy planning and execution with clear accountabilities. Many government institutions are responsible for implementing the various strategic initiatives, but the High Level Coordinating Committee (HLCC) and the National Steering Committee will drive strategy execution by guiding, coordinating and monitoring progress. These committees need to be established with formal structure, mandate, roles and responsibilities.

Resources: Successful strategy execution will require sufficient resources to be made available on a timely basis.

Integrated strategic plan: It is important that this strategic plan is aligned with the current and subsequent national development plans as well as with the strategic plans of NISR, NIDA, MINALOC, and MOH and to the extent possible Districts and other key partners. It is critical that this costed Strategic Plan be implemented taking into consideration the priorities and related time schedules of the identified actions to encourage more participation of stakeholders and development partners; and minimize the risk of delays in any of the implementation phases or risk postponement of some of the activities. This document should be a "living plan" where the initial plan is continually updated by taking into account changes and assumptions that could occur throughout the implementation phases.

Integrated project management: Strategic objectives are achieved by the proper management of all strategic objectives. Knowledge of best practice project management methodologies, tools and techniques are required for good project management.

Performance management system: A cycle of performance management, including measurement, evaluation, reporting, improving and learning needs to be institutionalised by the HLCC.

Ownership by stakeholders: All key stakeholders from top management to lower staff levels need to be motivated to energize and sustain the engagement of staff at all levels through regular dialogue throughout the strategy execution journey.

Risk Management: The identification, assessment and management of risks have to be formalised, including the regular assessment of changing PESTLE factors.

Coordination mechanism for CRVS: Good stakeholder collaboration and management have to be maintained.

Modernization of CRVS systems: Digital technology is an enabler for social impact which the mission and vision aim to achieve. Harmonization, innovation and integration of systems can be facilitated through the modernization of the business process of the vital events and the entire CRVS systems.

CHAPTER 5. STRATEGY IMPLEMENTATION PLAN

5.1   Purpose of the Strategy Implementation Plan

The CRVS strategic plan needs to be transformed into action. The CRVS strategy implementation plan or the CRVS Scorecard is a strategic management system that enables the key stakeholders clarify their vision, mission and strategy as given in the strategy map and translate them into action. It provides a framework that not only provides key performance indicators, but helps planners to identify what should be done and measured.

After the Strategic Plan has been approved, further break down of each key stakeholder programme's contribution and strategic intent to achieve the overall three strategic outcomes and the identified strategic objectives of the CRVS needs to be worked out. Accountabilities have to be clearly laid out for each of the key CRVS stakeholders.

5.2   Restructuring NIDA

In Rwanda the responsibility of Civil Registrar is bestowed on the Mayors, Ambassadors, and Rwanda Consuls abroad. This responsibility has been extended to Sector Executive Secretaries (Law n° 87/2013, Article 193, 4° and 196, 8°). The Sector organizational structure provides for staffs that are charged with registration activities on daily basis and granting of civil status certificates. This means that the quasi-totality of vital events is declared in the country at Sectors and in diplomatic missions or consulates of Rwanda abroad. At national level, NIDA was established in 2011 by law Nº 43/2011 and is charged with civil registration, population registration and issuance of national identity card. One of its missions is to promote civil registration through implementing a modern and permanent system for population registration and identification towards national development. However the Agency is yet to start implementing such a mission.

The current passive nature of civil registration in the country can be partly attributed to the current structure within NIDA's organizational arrangements. Together with other measures that are proposed to build a strong and comprehensive CR system in the country, the identified strategies require a revamped organizational structure for NIDA and specifically the CR function within NIDA to address weaknesses and gaps in the CRVS system. There is also a need to align NIDA's management in such a way that it becomes accountable for the performance of the new proposed registration system. Like other countries which have an advanced civil registration system, and in order to be in harmony with law Nº 43/2011 of 31/10/2011, it is proposed that the Director General should at the same time be the Registrar General who shall have right to inspect all civil registrars and civil registration officers in the country and abroad. The memorandum of collaboration between Districts and NIDA should comprise the provisions enabling the « Registrar General »to have competences of overseeing the work of civil registrars and civil registration officers in Sectors.

In order to cope with the expected full coverage of registration of vital events in the country; development of concepts, methodologies, standards, etc; manage stakeholders 'coordination; ensure monitoring and evaluation of the CR activities with Districts, Sectors, Cells, health facilities; and

ensure the constant flow of data to NISR for processing and publishing of trusted vital statistics. It is recommended that the proposed unit should have the following three sections.

Inspection and Capacity Building Section: will plan and oversee all aspects of vital events registration activities to ensure the roles are performed in accordance with the agreed standards, observing the guidelines, ensuring availability of registration documents at the service points, all necessary registration tools and/or equipment all the time. It will be responsible for designing of tools and guidelines, training and advocacy materials for vital events registration. In order to involve NIDA in all functions of the management of civil registration staff in Sectors to quickly and timely highlight various challenges civil registration faces in Rwanda, it is strategically imperative to have in this section 30 staffs based in District (one inspector in each District). It should be stressed that the availability of these staff at local level will pay for itself many times over as having the strong CRVS will provide legal identity and right for all; trusted statistics that will help improve policies, decisions and resource allocation as a result of making effective use of good vital statistics. As a result, this will reduce the enormous cost traditionally spent on conducting different periodic surveys.

Archiving Section: The source documents archiving section is by design proposed under the Civil Registration unit mainly because the need for archiving of the registration documents differ greatly from the need for archiving of other NIDA documents. While other documents such as finance, Human resources, operational documents might be guided by laws that they should be safe kept for a specified period of time, the civil registration documents need to be kept safely for an extended number of years. The Section also will serve as a central depository for vital events of the entire population.

Information, Education, Communication and Partnership Development Section: Civil registration business process is multi-sectoral, which involves working with many stakeholders. The section will be responsible for maintaining and developing existing partnerships, whilst also identifying new organizations to work with. In addition, the section will also be responsible in implementing or leading multiple, complementary strategies to promote knowledge, attitude and practices related to Civil Registration.

5.3   Other Strategy Execution Considerations

There are some considerations that need to be taken into account in the preparation of an implementation plan.

5.3.1 Causes-of-death statistics[18]

In Rwanda, like in several developing countries, the government has formed partnership with the Bloomberg Development for Health (D4H) Initiative, which is expected to simultaneously strengthen the CRVS platform while introducing innovation in order to rapidly accelerate the availability and quality of mortality and cause of death statistics using computer based verbal autopsies and optimizing the use of additional data sources, including facility-based data. Such innovative approach is important while national mortality data collection efforts, for example through the census and household surveys, continue to be collected by NISR. Many of the SDGs require reliable data on morbidity and mortality related issues.

5.3.2 Scale-up approach in the implementation of the CRVS system

It would require several years of strategic and prioritized investment to establish a fully functioning and complete vital events registration system. The availability of basic services, such as power supply, communications and road networks are important for the smooth flow of registration documents between vital events registration offices at all levels. Taking this and other matters into account, a scale-up approach might be a preferred option.

The scale-up approach in the implementation of D4H initiative for recording causes of death for deaths in the communities using verbal autopsy to obtain reliable nationally representative statistics will support the achievement of the mission and vision of the CRVS improvement initiative. The scale-up approach should ensure any such activities are integrated in the overall goal of creating a well-functioning CRVS system for the country.

5.3.3 Population Register and backlog clearance of vital events registration

Population register

The population register records the following events: Changed civil status i.e celibacy, marriage, divorce, etc.; newly acquired Rwandan Nationality; Change of residence; Citizen Registration (new birth, returnees, etc); and Writing off deaths.

The contents of the population register somewhat overlaps with that of the civil status register. Moreover, many people have got identity card without having been registered in the civil register and vice versa. This is largely attributed to the history of the country and a poorly developed Civil Registration system.

Backlog clearance

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[18] Extracted from WHO (2014). *Improving Mortality Statistics through Civil Registration and Vital Statistics Systems: Guidance for country strategies and partner support* (Draft). Outcome of a technical meeting held in Geneva, 4 to 5 November 2014. Retrieved from http://www.who.int/healthinfo/civil_registration/CRVS_MortalityStats_Guidance_Nov2014.pdf?ua=1 on December 10, 2014.

The vital events of millions of citizens and legal residents have not been registered for reasons mentioned before. As the improved CR system begins registering events as they occur, it is also important to clear the backlogs of unregistered events. It is important to clear birth backlogs from the point of view of human rights issue. The main purpose of recording vital events is to meet legal requirements of individuals, such as documentary evidence of identity; proof of age and allowing access to rights based on age. As to backlog of deaths, much demand to register it would not be expected. If registration of past deaths and issuance of certificate is required, it would most likely be processed through courts. Clearing death backlogs would not serve any statistical purpose. This would also apply to marriages and divorces.

CHAPTER 6. STRATEGIC INTERVENTIONS AND INVESTMENT PLAN

An important step in strategy formulation is to identify and/or develop strategic interventions in response to the issues and weaknesses that were identified and prioritized. The following considerations are used in outlining the strategic interventions that respond to the strategic issues: financial feasibility of the strategy; acceptability of the strategy to the stakeholders and the community; the likelihood of availability of funding; whether present laws allow the strategy to be implemented or not; and the potential barriers to implementation and success of the strategy. The detail on how each strategy activity will be carried out is not set out in this document. Based on resources available, annual action plans, with more details on activities, targets, timetables and budgets will be prepared by each implementing institution.

The costing of activities follows a phased and scaled up approach, it was done using input based approach and in line with the Government's planning tools. All strategic objectives and the associated initiatives/activities were taken into account and costed. The cost estimates were obtained through a simple market survey. It is projected that the cost for implementing this plan over the five years period is about FRW 22 billion, equivalent to about US$ 26 million (at an exchange rate of 1USD/830FRW). Summary of the cost of implementing the CRVS reform and improvement is given in Table 5. The three strategic outcomes - *Legal identity and rights for all; Good governance and accountability; and Reliable statistics* – are expected to be realized through the implementation of the costed strategic objectives and enablers. Detailed budget plan is given in Annex 3.

Table 8: Summary of cost of implementing strategic objectives

Strategic Outcome	Strategic Objective	COSTS IN MILLION											
		2017/2018		2018/2019		2019/2020		2020/2021		2021/2022		TOTAL	
		RWF	USD	RWF	USD	RWF	USD	RWF	USD	RWF	USD	RWF	USD
1. Legal identity and rights to all		**163.46**	**0.20**	**318.44**	**0.38**	**517.95**	**0.62**	**249.26**	**0.30**	**111.74**	**0.13**	**1,360.83**	**1.64**
	1.1.1. To improve the legislative environment and align with international practices and enforce laws and regulations	7.41	0.01	261.02	0.31	397.53	0.48	203.39	0.25	14.60	0.02	**883.94**	**1.06**
	1.1.2. To increase the coverage of registrations of births, marriage, divorce and death registrations, including raise awareness of the population	156.05	0.19	57.42	0.07	120.42	0.15	45.87	0.06	97.14	0.12	**476.90**	**0.57**
2. Good governance and accountability		**61.11**	**0.07**	**57.84**	**0.07**	**57.84**	**0.07**	**104.00**	**0.13**	**140.61**	**0.17**	**421.40**	**0.51**
	2.1.1. To establish coordination mechanisms for CRVS system	17.75	0.02	17.75	0.02	17.75	0.02	23.79	0.03	26.19	0.03	**103.22**	**0.12**
	2.1.3. To strengthen collaboration with national, regional and international key stakeholders	43.36	0.05	40.10	0.05	40.10	0.05	80.21	0.10	114.42	0.14	**318.18**	**0.38**
3. Reliable statistics		**770.90**	**0.93**	**2,319.93**	**2.80**	**2,905.81**	**3.50**	**1,722.38**	**2.08**	**1,722.91**	**2.08**	**9,441.92**	**11.38**
	3.1.1. To produce and disseminate reliable vital statistics including causes of death according to international standards and improve public vital statistical literacy	765.21	0.92	2,314.24	2.79	2,900.13	3.49	1,716.69	2.07	1,717.22	2.07	**9,413.50**	**11.34**
	3.1.2. To promote use of vital statistics as evidence in policy and planning	5.69	0.01	5.69	0.01	5.69	0.01	5.69	0.01	5.69	0.01	**28.43**	**0.03**
4. Enablers		**1,957.14**	**2.36**	**2,104.63**	**2.54**	**2,120.12**	**2.55**	**2,072.86**	**2.50**	**2,132.16**	**2.57**	**10,386.90**	**12.51**
	4.1. Information Capital	-	-	143.89	0.17	159.38	0.19	54.55	0.07	54.55	0.07	**412.37**	**0.50**
	4.2. Human Capital	-	-	3.60	0.00	3.60	0.00	3.60	0.00	3.60	0.00	**14.40**	**0.02**
	4.3. Organizational Capital	1,957.14	2.36	1,957.14	2.36	1,957.14	2.36	2,014.71	2.43	2,074.00	2.50	**9,960.13**	**12.00**
	4.4. Governance	-	-	-	-	-	-	-	-	-	-	**-**	**-**
TOTAL		**2,952.60**	**3.56**	**4,800.83**	**5.78**	**5,601.72**	**6.75**	**4,148.49**	**5.00**	**4,107.41**	**4.95**	**21,611.05**	**26.04**

Figure 12 illustrates the percentage distribution for the available funding and the gap for improving the CRVS systems of Rwanda. Of the total amount required for the improvement process, 53 percent is currently made available by the Government. The CRVS development gap of about 47 percent of the total projected budget should be mobilized from external sources and development partners.

FIGURE 18: STATUS OF FUNDING FOR THE DEVELOPED STRATEGIC PLAN
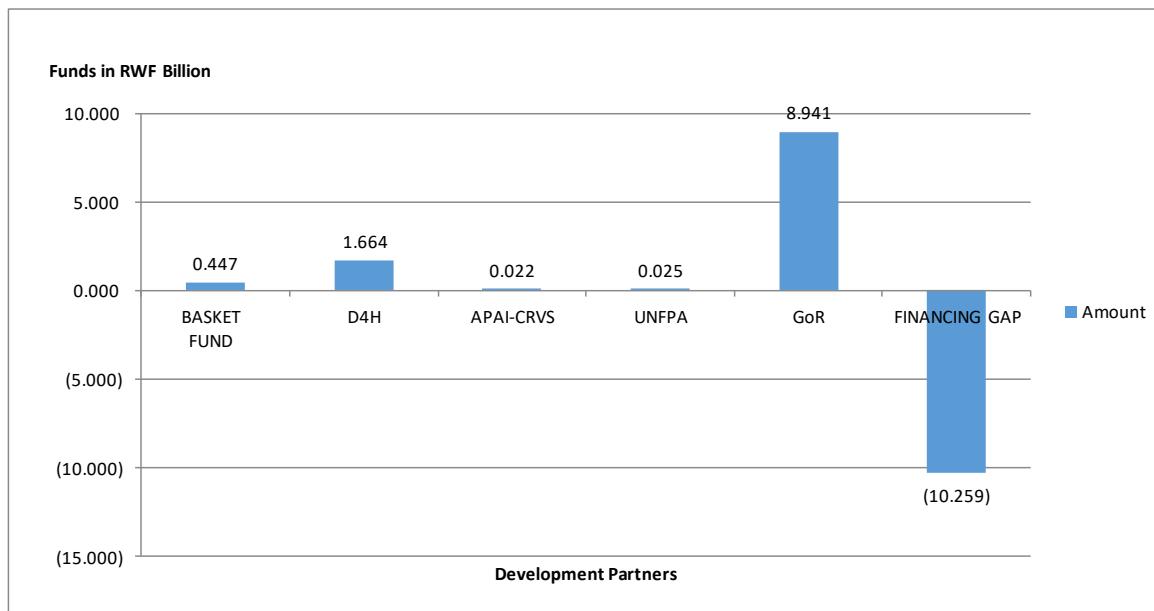
The NSDS II Basket Fund (DFID, the EU and the World Bank) supports the NSS in implementing the first strategic objective of NSDS II related to strengthening the civil registration system. However, the NSDS II will end in 2018/2019. The Bloomberg Data for Health Initiative (D4H) is committed to providing incentives to 210 HBCPs for the first two years of the strategic plan, while UNFPA has committed some funds for civil registration exclusively in 2017/2018. This implies that it is necessary to advocate with these partners to continue their support even after the end of their current commitments.

CHAPTER 7. MONITORING, REPORTING AND EVALUATION

Periodic assessment of the implementation of the improvement plan will enable to monitor progress made and to identify bottle-necks. Monitoring and evaluation should provide the opportunity to measure which of the strategies have achieved their objectives; enable consolidation of information showcasing implementation progress; allow the key stakeholders to learn from each other's experiences; contribute towards transparency and accountability; allow for lessons to be shared more easily by the stakeholders; provide the means to assess the critical link between key stake holders, and between service providers and the public; contribute to the retention and development of institutional memory; and provide for a more robust basis for the working relation with development partners.

7.1 Monitoring and Reporting

The logical framework (Annex 4) shows a list of indicators which will serve to continually monitor the accomplishment of outputs to identify improvements and, if necessary, modifications. An indicator has been developed for each output. Indicators are either qualitative or quantitative and sources of information on the indicator are identified.

The monitoring of the CRVS system will be an integral component of the day-today activities of the key partners of CRVS in Rwanda. Monitoring of the system will involve field visits on a regular basis. Technicians from MINALOC, NIDA, NISR, MoH, MINIJUST and other key stakeholders will be visiting service points in such a way that each service point is visited at least once every year.

A monitoring guide that describes the responsibilities of the technicians and a reporting mechanisms and format should be developed and disseminated. In addition to the field visits, reviews of the information flowing from the service points would be conducted routinely to identify where and what need to be changed in order to make the information being collected is meaningful. The information from the service points together with the results of the review of the system should be analyzed and presented to the relevant organs for immediate corrective actions.

7.2 Evaluation

While monitoring of a system is an on-going activity, evaluation does not follow a similar approach. An evaluation has to be done after a certain period of an implementation of a system. At the beginning, it is recommended that an evaluation of the system is conducted at the middle and end of the implementation phase. But once the system is fully operational in terms of population coverage, technological application, flow of information for vital statistics purpose, and the like, then an evaluation can be conducted after every few years depending on what signals are emerging as to whether there are threats to the system that need immediate actions to turn them into opportunities or eliminate them for the betterment of the system.

CONCLUSION AND RECOMMENDATIONS

The overall strategic intent of the strategic plan is to change the current weak civil registration process and establish a viable system where users are provided a one-stop service for registering occurrence of vital events and providing certificates at less cost and within the shortest possible time. Thus the strategic plan aims that the mission "To register vital events to safeguard rights of all and inform evidence-based decisions" is achieved by 2022 through a well-functioning CRVS system and eventually leads to the attainment of the vision "Make every life known and count". The mission envisages that by establishing a permanent, continuous, compulsory and universal civil registration and vital statistics system, the three identified strategic outcomes - Legal identity and rights for all; Good governance and accountability Good governance and accountability; and Reliable statistics - would be achieved by 2022.

The CR system will ensure that citizens and others residents in Rwanda or abroad get registered and get records that would provide legal documents for identity, origin, date of birth, marriage or death. For instance, civil registration records of birth provide legal proof of identity and civil status, including name, date and place of birth, parentage, citizenship, nationality and legitimacy status. These in turn impact a wide variety of rights to which an individual may be entitled, especially those depending on age, citizenship or ancestry for inheritance, social and other purposes. Similarly, death records provide legal evidence relevant to claims to inheritance, property, insurance benefits and the legal right of a spouse to remarry. Marriage and divorce records are essential records for family rights protection, establishing entitlements for inheritance rights, alimony and the right to remarry. Vital events records of individuals serve many administrative and governmental purposes. Such information is valuable to national identification, social security services, insurance and the electoral systems. For electoral system it provides accurate up-to-date lists of persons qualified to vote at various electoral levels, such as at the district, sector and village levels. It also provides lists of deaths that need to be purged from the voter registration rolls. Many countries use civil registration information as the basis for a national identification system of the citizens.

For the nation, an effective registration and vital statistics system provides essential data, rates and other quantitative measures for the accurate planning of programmes designed to promote the well-being of the citizens. The data collected from vital events registration are essential to 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. 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 labor market. Accurate and comprehensive vital statistics generated from civil registration provide for comparison and evaluation of differences among regions, between districts and wards within a region, and at the international level between countries.

Death records are of importance in public health, for identifying the magnitude and distribution of major disease problems. Data from these records can be used for epidemiological studies. Cause of death information is essential for policy decision and medical research into the major causes of death in the country.There are several opportunities that would support the effort to improve and strengthen the CRVS system in Rwanda. Foremost among these are:

(i) The Government's commitment to make the CR service that would ensure the right of citizens.

(ii) Rwanda has an enabling legislation for establishing a vital events registration system and collecting and processing vital statistics from the records.

(iii) NIDA and NISR have extensive experience in applying new technology in CRVS related activities. The CRVS web-based application, the population Register, and the National ID databases are cases in point;

(iv) NISR is well equipped, with some updating of staff skills and equipment, to provide timely and reliable statistics and contribute to the improvement of informed decision making at all administrative levels;

(v) All signs and indication from the development partners in support of the success of CRVS in Rwanda are very encouraging;

(vi) Integrating registration activities in existing Sector administrative activities where the Sector Executive Secretary serve as the Civil Registrar at no or minimal cost makes to the vital events registration system less expensive; and

(vii) The administrative structure and hierarchy of districts and sectors is conducive for monitoring and supervision of vital events registration activities. These administrative units also play crucial role by providing logistics, especially during training and distribution of registration materials.

All the above, are opportunities that would facilitate high coverage of vital events registration. Many challenges were also identified in the document along with proposals to address them. Few of the recommendations which will have far reaching implications are given below. **Coordination mechanism for the CRVS systems**: There is no provision in the laws governing civil registration for setting a coordination mechanism at the all levels among the key stakeholders. Establishing a High Level Coordinating Committee with membership of the leadership of the key stakeholder ministries; and a CRVS Steering Committee with membership of senior management of stakeholders including development partners is imperative.

Strengthening NIDA's civil registration structure: Vital events registration operation requires ccareful planning, appropriate organizational and administrative arrangements and procedures that are vital to ensure that each vital events registration is properly resourced and organized; and that the output of each activity is of adequate quality for all succeeding ones and that dependency among the different activities are identified. This necessitates that NIDA revisit its administrative structure to set the appropriate civil registration structure

commensurate with its envisioned responsibilities as quickly as possible. This is key to jump-start a functioning civil registration system.

Other recommendations

Definitions of vital events: The 2016 CR law does not provide clear and unambiguous definitions of the vital events. It is, therefore, recommended that definitions of vital events be aligned with international recommendations and issued as a law or regulation.

*Late and delayed registration of vital events***:** Most countries have a grace period within which "late registrations" are accepted before penalties apply. A late registration is when vital events registration happens after the deadline specified in a law or regulation and within the grace period, which is usually considered to be one year following the occurrence of the vital events. A delayed registration is the registration of vital events after the grace period has expired. There is no provision in the laws to differentiate late and delayed registrations. Specific provision for the handling of late and delayed registration of vital events should be made, as it is important to avoid delayed registration as much as possible. A scale of fees may also be established in accordance with the length of delay: the longer the delay, the larger the fee.

*Completion of registers and forms***:** There is room to avoid duplication of work when registering vital events by strengthening the CRVS web based application.

*IEC and training programmes***:** A very well planned IEC should be conducted in a sustained manner targeting different groups. The quality of the content of the records depends on the messages and intensity of the awareness creation and publicity programme; and on the quality and adequacy of the training of registrars and other officials at different administrative levels.

One-stop registration and certification service: The ultimate objective of MINALOC, MoH and key CR stakeholders are committed to ensure a "one-stop registration and certification service" to all, by bringing the registration service closer to the people through health facilities and Cell Management Offices using an incremental scaled-up implementation approach over a period of five years.

Finally, it is critical that this Strategy and Action Plan be implemented taking into consideration the priorities and related time schedules of the identified actions to encourage more participation of stakeholders and development partners; and minimize the risk of delays in any of the implementation phases or risk postponement of some of the activities. As the establishment of a viable vital events registration system is usually of very long duration, it is suggested that this document should be a "living plan" where the initial plan is continually updated by taking into account changes that could occur and assumptions made throughout the implementation phases.

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ANNEXES

Annex 1: Detailed Implementation and Budget Plan												
STRATEGIC OUTCOME	**STRATEGIC GOAL**	**STRATEGIC OBJECTIVE**	**STRATEGIC ACTIVITIES**	**Responsibility**		**COST IN MILLION (RWF)**					**TOTAL COST**	
				Main responsible	**Partners**	**2017/ 2018**	**2018/ 2019**	**2019/ 2020**	**2020/ 2021**	**2021/ 2022**	**RWF**	**USD**
1. Legal identity and rights to all						**163**	**318**	**518**	**249**	**112**	**1,361**	**2**
		1.1. By 2022 we want to achieve a registration rate of 95% for births, 90 % for death, 100% for marriages and 95% for divorce				163	318	518	249	112	1,361	2
			1.1.1. To improve the legislative environment and align with international practices and enforce laws and regulations			7.41	261.02	397.53	203.39	14.60	883.94	1.06
			1.1.1.1. Improvement of legislative environment	MINIJUST	MINALOC, NISR, MoH, RLRC, MINIJUST, DPs, NIDA	7.41	32.58	12.66	10.95	14.60	78.20	0.09
			1.1.1.2. Implementation and enforcement of the CR laws, particularly law of management of cemeteries (No 11/2013)	MINALOC/ DISTRICTS	NIDA, NISR, MOH, MINIJUST, MINISPOC, DPs, DISTRICTS	-	228.44	384.87	192.44	-	805.74	0.97
			1.1.2.1. Create and intensify public awareness on CR	NIDA & NISR	MINALOC, Districts, MOH,MINIJUST, RLRC, The Media, RBC, RGB, MINAFET	116.07	57.42	120.42	45.87	97.14	436.92	0.53

Activity	Lead	Partners						Total	%
1.1.2.2. Decentralize CR to health facilities to Cell levels on incremental basis	MINALOC & MOH	MINIJUST, MINECOFIN, NIDA, NISR, RLRC, RBC, RGB, MINAFET, DISTRICTS, NCC, DPs	39.98	-	-	-	-	39.98	0.05
1.1.3. To simplify and modernize birth, marriage, divorce and death registration process			-	-	-	-	-	-	-
1.1.3.1. Revise, re-engineer and secure approval of the new CR business process (Operational guidelines)	NIDA, NISR	MINALOC, MOH, MINIJUST, RLRC, RBC, RGB, MINAFET, DISTRICTS, MEDIA	-	-	-	-	-	-	-
2. Good governance and accountability			61.11	57.84	57.84	104.00	140.61	421.40	0.51
2.1. By 2022, an integrated and modern CRVS system enhances good governance and accountability for better service delivery				61.11	57.84	57.84	104.00	140.61	421.4
2.1.1. To establish coordination mechanisms for CRVS system			17.75	17.75	17.75	23.79	26.19	103.22	0.12
2.1.1.1. Establish high level coordination committee (Ministerial level)	MINALOC	MINIJUST, MINECOFIN, MOH, MYCT, MIGEPROF, MINAFFET	0.05	0.05	0.05	0.09	0.09	0.32	0.00

				2.1.1.2. Establish national steering committee (DG-level)	Joint: NISR & NIDA	MOH, RBC, RDB, RGB, MINALOC, DPs, NCC, MINIJUST, MINEDUC, MIGRATION, RSSB, POLICE, RCS	0.54	0.54	0.54	0.54	0.54	2.70	0.00
				2.1.1.3. Institutionalize CRVS core team	Joint: NISR & NIDA	MOH, RBC, RDB, RGB, MINALOC, DPs, NCC, MINIJUST, MINEDUC, (Districts)	2.40	2.40	2.40	8.40	10.80	26.40	0.03
				2.1.1.4. Establish District Task force on CRVS	MINALOC	Districts	14.40	14.40	14.40	14.40	14.40	72.00	0.09
				2.1.1.5. Establish National Mortality Technical Working Group	MOH	RBC, NISR, D4H	0.36	0.36	0.36	0.36	0.36	1.80	0.00
			2.1.2. To institutionalize CRVS programme and establish interlinkages with line ministries, agencies and Districts										
				2.1.2.1. To establish Interlinkages with other line Ministries, Judiciary (for complete registration of divorce) and agencies	NIDA	NISR, MINALOC, MINECOFIN, MINIJUST, COURTS,							

			2.1.2.2. Make CRVS programme part of line Ministries and districts IMIHIGO (Performance contract) and evaluated	MINECOFIN	DISTRICT, MINALOC, NIDA						
		2.1.3. To strengthen collaboration with national, regional and international key stakeholders				43.36	40.10	40.10	80.21	114.42	318.18	0.38
			2.1.3.1. Meeting with key stakeholders and DPs (Partnership forum)	NIDA	MINALOC, NISR, MOH, MINIJUST, COURTS, RGB, RBC, NCC, DPs, MIGEPROF, MINAFFET, GMO, MEDIA, MINEDUC, SCOs, UNIVERSITIES	7.64	7.64	7.64	7.64	7.64	38.18	0.05
			2.1.3.2. Organize annual conference for all Civil Registrars	NIDA	MOH, RGB,NISR, RBC, MINECOFIN	28.15	28.15	28.15	28.15	28.15	140.73	0.17
			2.1.3.3. Participating in the biennial Conference of African Ministers Responsible for Civil Registration (CoM)	MINALOC	NISR, MOH, NIDA, MINECOFIN	4.32	4.32	4.32	4.32	4.32	21.58	0.03
			2.1.3.4. Clear CR backlog in all Districts	MINALOC	RGB, MOH. MINIJUST, NIDA,MIGEPROF DISTRICTS, RBC, COURTS	3.27	-	-	-	-	3.27	0.00

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			Lead	Collaborating						Total	%
		2.1.3.5. Organize CR scientific conference in Rwanda in collaboration with APAI-CRVS	NISR	MINALOC, MOH, NIDA, MINECOFIN, MINIJUST	-	-	-	40.11	74.32	114.44	0.14
3. Reliable statistics					**770.90**	**2,319.93**	**2,905.81**	**1,722.38**	**1,722.91**	**9,441.92**	**11.38**
	3.1. By 2022, vital statistics, including causes of death, are reliable and of high quality and used for evidence based decisions				**770.90**	**2,319.93**	**2,905.81**	**1,722.38**	**1,722.91**	**9,441.92**	**11.38**
		3.1.1. To produce and disseminate reliable vital statistics including causes of death according to international standards and improve public vital statistical literacy			**765.21**	**2,314.24**	**2,900.13**	**1,716.69**	**1,717.22**	**9,413.50**	**11.34**
		3.1.1.1. Support introduction of ICD-10 and the international form of death certificate by improving medical certification of causes of death through training of existing medical staff	MOH	RBC, RMDC, MINALOC, D4H, WHO, NISR	48.00	-	-	-	-	48.00	0.06
		3.1.1.2. Engage in consultations with educational and professional institutions to incorporate training on medical certification of causes of death in medical school curricula and Continuing Professional Development online courses	MOH	MINEDUC, HEC, NISR, D4H	18.74	-	-	-	-	18.74	0.02

			3.1.1.3. Implement automated verbal autopsy on out of facility deaths and integrate systems into routine CRVS	MOH	RBC, NISR, D4H	569.38	2,273.79	2,859.31	1,675.44	1,675.44	9,053.36	10.91
			3.1.1.4. Improve quality of vital statistics data adopting the use of ANACoD	NISR	MOH, D4H	88.95	-	-	-	-	88.95	0.11
			3.1.1.5. Regular supervision to ensure efficiency and effectiveness of data quality in all Sectors	NISR	NIDA, MINALOC, MOH, MINIJUST, District, DPs	14.40	14.40	14.40	14.40	14.40	72.00	0.09
			3.1.1.6. Publish regularly and timely vital statistics, including causes-of-death. Use of mass media and open data channels.	NISR	MINALOC, MOH, RBC, Districts	25.74	26.05	26.42	26.85	27.38	132.44	0.16
		3.1.2. To promote use of vital statistics as evidence in policy and planning				**5.69**	**5.69**	**5.69**	**5.69**	**5.69**	**28.43**	**0.03**
			3.1.2.1. Organize stakeholders platform for dissemination and reporting to strengthen engagement with vital data users (merged with Statistics day)	NISR		5.69	5.69	5.69	5.69	5.69	28.43	0.03
		3.1.3. To strengthen the vital statistical system and align to continental and international development agendas needs				-	-	-	-	-	-	-

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			3.1.3.1. Implement NSDS2 which creates favorable environment to CRVS system	NISR	MINALOC, MoH, NIDA, MINEDUC, MINIJUST and DPs	-	-	-	-	-	-	-
			3.1.3.2. Strengthen CRVS systems including revamping/upgrading and expanding the Web-based application continuously to better monitor and evaluate SDGs at the national level	MINECOFIN	MINALOC, MOH, NIDA, RBC, Districts	-	-	-	-	-	-	-
4. Enablers						**1,957.14**	**2,104.63**	**2,120.12**	**2,072.86**	**2,132.16**	**10,386.90**	**12.51**
		4.1. Information Capital				**-**	**143.89**	**159.38**	**54.55**	**54.55**	**412.37**	**0.50**
			4.1.1. Innovate and integrate the information and technology environment to harmonize information systems across sectors	MINALOC	NIDA, NISR, MOH, DISTRICTS, MINECOFIN, MYICT, RBC, Rwanda online, DPs	-	140.61	96.67	36.67	36.67	310.62	0.37
			4.1.2. Use mobile phone technology to reinforce CRVS related Information, Education and Communication (IEC)	NIDA	MINALOC, MYICT, NISR, MINECOFIN, MOH, Telecommunication Campanies	-	3.28	51.71	6.88	6.88	68.75	0.08
			4.1.3. Establish local and cloud based storage with disasters recovery solution/ Electronic Back up	NIDA	NISR, MOH, MINALOC, RDB, MYICT, DPs	-	-	11.00	11.00	11.00	33.00	0.04

4.2. Human Capital				**-**	**3.60**	**3.60**	**3.60**	**3.60**	**14.40**	**0.02**
	4.2.1. Establish an inter-sectoral CRVS training programme (Capacity building plan on CRVS)	Joint: NIDA, NISR, MOH, MINIJUST	MINALOC, DPs, RLRC, NCC, MYICT, NISR, MOH	-	3.60	3.60	3.60	3.60	14.40	0.02
	4.2.2. Study visits	Joint: NIDA, NISR	MINALOC, MOH, MIGEPROF, MINIJUST	-	-	-	-	-	-	-
4.3. Organizational Capital				**1,957.14**	**1,957.14**	**1,957.14**	**2,014.71**	**2,074.00**	**9,960.13**	**12.00**
	4.3.1. Reorganize CRVS systems organizational structures, functions & roles and responsibilities in key stakeholders	MIFOTRA	MINALOC, MOH, MENECOFIN, RLRC, NCC, NISR, Districts,	1,957.14	1,957.14	1,957.14	2,014.71	2,074.00	9,960.13	12.00
	4.3.2. CRVS is institutionalized in the Rwanda Education system including Civic Education	MINALOC	MINEDUC, NIDA, NISR, REB, RGB, NIC, MINISPOC,							
4.4. Governance										
	4.4.1. Hold consultation sessions for effective mobilisation of resources	NIDA & NISR	MINALOC, MOH, DPs	-	-	-	-	-	-	-

				Activity	Lead	Support							
				4.4.2. Identify and liaise with organizations supporting CRVS activities around the world. Establish letters of agreement, MOUs, etc. to avail technical support and other resources for CRVS activities	NIDA & NISR	MINALOC, MOH, DPs	-	-	-	-	-	-	-
				4.4.3. Allocate adequate budget for Districts	MINECOFIN,	MINALOC, MOH, NISR, District, DPs	-	-	-	-	-	-	-
				4.4.4. Improve procurement and supply of materials and equipment for CR activities	DISTRICT	MINALOC, MOH	-	-	-	-	-	-	-
			TOTAL				2,952.60	4,800.83	5,601.72	4,148.49	4,107.41	21,611.05	26.04

Annex 2: Logical Framework

Strategic Outcome	Strategic Objective	Output	Indicator	Baseline	Target by 2021/2022	Source
Legal identity and rights to all ensured			**% of birth, Death with certified COD, Marriage and Divorce registration**	**50% for birth, 30% for death without COD**	**Registration rate of 95% for birth, 90% for death with COD, 100% for maariage and 95% for divorce**	**RDHS, Final evaluation report**
	To improve the legislative environment and align with international practices, raise awareness and enforce laws and regulations	Legislative framework for CR has been improved and existing relevant laws enforced and disseminated	Number of Regulations and directives developed and disseminated	Law No 32/2016 of persons and family	Regulations or Directives in place	Regulations Directives Reports on implementation
			% of activiation plan for the CR laws, particularly law of management of cemeteries (No			
	To increase the coverage of registrations of births	the service is brought closer to the people and increase the demand for service	% of people aged above 18 years reached	5%	95% of population (aged 18 years and above)	National Surveys & Reports
			% of HF and Cells delivering CR activities	0%	CR activities decentralized to all health facilities, and 2040 cells for death registration	Monitoring reports Survey reports
	To simplify and modernize birth, marriage, divorce and death registration process	All registration processes modernised & standardised	An approved reviewed CR business process is available and in use in all CR offices		Operational guidelines are in use in 100% CR Offices	Monitoring reports

Strategic outcome II: Good governance and accountability		Population level of satisfaction towards CR		95% of population	User satisfaction Surveys
To establish coordination mechanisms for CRVS system	A high-level CRVS committee is established	Nr of meetings per annum	0	6 meetings	Meeting minutes
	National CRVS steering committee is established	Nr of meetings per annum	0	20 meetings	Meeting minutes
	CRVS core team is institutionalised	Nr of meetings per annum	Ad-hoc meetings	60 meetings	Meeting minutes
	District-level committees are established	Nr of meetings per annum	0	65 meetings	Meeting minutes
Establish National Mortality Technical Working Group	Quarterly meetings conducted to review mortality data	Nr of meetings per annum	0	20 meetings	Meeting minutes
To institutionalise CRVS programme and establish interlinkages with line ministries, agencies and Districts	Interlinkages established with other line Ministries, Judiciary (for complete registration of divorce) and agencies	Number of Institutional MoUs signed	Letter of nomination of focal person to CRVS Core team	All high Important and Influential institutions (Ref: Stakeholders analysis Matrix)	MoUs, Monitoring report
	The CRVS programme is part of line ministries and districts IMIHIGO (Performance contract) and evaluated	% of Districts whose Imihigo have CR as a standalone activity	7%	100% of Districts	Annual Imihigo evaluation report
	The level of CR activities inclusion and implementation in Imihigo			All policies, Strategic plans and annual Imihigo of key Stakeholders	
To strengthen collaboration with national, regional and international key stakeholders	Meetings with key stakeholders and DPs (Partnership forum) are organized	Nr of meetings per annum	0	5 meetings	meeting reports
	Organize annual conference for all Civil Registrars	Nr of conference per annum	0	5 meetings /conferences	Conference reports
	The biennial Conference of African Ministers Responsible for Civil Registration (CoM) is attended	Nr of biennial meetings	Resolutions of the fourth conference (CoM)	2 meetings	Meeting reports/Minutes
	CR backlog in all Districts are cleared	Proportion of Birth (U16) registration Backlog cleared		100%	Annual Governance Revew reports Annual report Citizen Score Card
	A CR scientific conference in Rwanda in collaboration with APAI-CRVS is organized	Nr of Scientific conferences	0	One CRVS scientic conferences	Conference reports

Strategic outcome III: Reliable statistics				Vital statistics, including causes of death, are reliable and of high quality and used for evidence based decisions	User satisfaction Surveys
	To produce and disseminate reliable vital statistics including causes of death according to international standards	all health facilities have adopted the use of ICD-10 & the international form of death certificate	% of deaths with a medically certified COD	0	100% deaths in HF have medically certified COD	Monitoring reports & Final evaluation report
		International medical certification of causes of death is part of medical and health science curriculum	The new Curriculum has a course unit about medical certification of death		The medical certification of causes of death is taught	The new curriculum
		The Medical certification of COD is a CPD online course	Medical officers' licensure/re-licensure requirements		The Medical certification of COD is required for licensure/re-licensure requirements	CPD Program monitoring reports
		VA is used to determine COD for all deaths out of HF	# death with COD ascertained using VA	0	95% of deaths outside HF with COD determined through VA	Monitoring reports and Assessment
		Regular supervision to ensure efficiency and effectiveness of data quality	Nr of CR Offices supervised		100% of CR offices are supervised regularly	Supervisions reports
		ANACoD: A Tool to Improve Cause of Death Reporting is used in all Districts	Number of Districts using ANACoD	0	All District use ANACoD to improve quality vital statistics	Supervisions reports
		Quartely reports covering 416 sectors are published	Nr of publication on all vital events	1	20 reports	Annual reports
	To promote use of vital statistics as evidence in policy and planning	Annual meeting for dissemination and reporting to strengthen engagements with vital data users held and attended	Nr of meetings per annum	1	5 meetings	Meeting reports
			Vital statistics hits on website		55%	Website reports
	To strengthen the vital statistical system and align to continental and international development agendas needs	Annual plan produced by June every year, and annual report by September every year to ascertain the degree of compliance with the implementation of NSDS II	The degree of contribution to the implementation of NSDS2.		Annual plans and reports produced	Steering Committee Meeting reports
		SDGs are monitored through CRVS	% of SDGs targets monitored through CRVS		50% of SDGs targets	SDGs monitoring reports

Enablers of the achievement of strategic outcomes					
To strenthen Information Capital	CRVS systems integrated into one	An Integrated and modernised CRVS system is operational		Integerated and modernised system is in use	Monitoring reports
	Mobile phone technology is used to reinforce CRVS related Information, Education and Communication (IEC)	Nr of people accessing IEC using mobile phone technology		2.000.000 persons are reached	Final evaluation survey and Telecommunicati on campany reports
	Stored data/information is permanently safely saved	Electronic back up system for CR documents/data is in place		Electronic back up system for CR documents/data is in place	Monitoring reports
To reinforce Human Capital	Capacity building plan on CRVS developed and approved by compentent authorities Training modules approved and are avaialable	The level of implementation of the developed capacity building plan		All paticipants (100%) are trained and their knowledge and skills increased by 80%	Annual Capacity building report
	HBCPs doubling as cimeteries managers in all cells are in place and functional	% of cells with HBPCs in operations		100% of Cells have Cimeteries managers with office	Monitoring reports
	Study visits for learning are conducted	Nr of study tours		5 study tours	Study tours reports and official correspondences done
To reinforce Organizational Capital	Improved organisational structure, functions & roles and responsibilities of key stakeholders is implemented	Improved organisational structure, functions & roles and responsibilities of CRVS Key stakeholders (MINALOC, NIDA, NISR, District, Sectors, Cells, Health Facilities) is available		Improved structures, functions & roles and responsibilities of all CRVS Key stakeholders (MINALOC, NIDA, NISR, District, Sectors, Cells, Health Facilities) are in place	Monitoring reports

Annex 3: Time frame for implementation of the strategic objectives by major activities

Strategic Outcome 1: Legal identity and rights to all			
Strategic goal: By 2022 we want to achieve a registration rate of 95% for births, 90 % for death, 100% for marriages and 95% for divorce			

Number	Strategic activities	Responsibility	2017/2018 · 2018/2019 · 2019/2020 · 2020/2021 · 2021/2022 (Jul–Jun)
			Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun (×5 years)

Strategic objective 1.1: To improve the legislative environment and align with international practices and enforce laws and regulations

Number	Strategic activities	Responsibility
1.1.1	Improvement of legislative environment	MINIJUST, RLRC, NISR, MINALOC, MoH, NIDA
1.1.2	Implementation and enforcement of the CR laws, particularly law of management of cemeteries (No 11/2013)	MINALOC, NIDA, NISR, MOH, MINIJUST, DPs, DIstricts

Strategic objective 1.2: To increase the coverage of registrations of births, marriage, divorce and death registrations, including raise awareness of the population

Number	Strategic activities	Responsibility
1.2.1	Create and intensify public awareness on CR (Consider among other approaches using Mobile phone technology to reinforce IEC. **(link this to activity 4.1.2)**	NIDA & NISR, MINALOC, Districts, MOH,MINIJUST, RLRC, RBC, RGB, MINAFET
1.2.2	Decentralize CR to health facilities to Cell levels on incremental basis	MINALOC & MOH,

Strategic objective 1.3: To simplify and modernize birth, marriage, divorce and death registration process

Number	Strategic activities	Responsibility
1.3.1	Revise, re-engineer and secure approval of the new CR business process (Operational guidelines)	NIDA, NISR, MINALOC, MOH, RGB, MINIJUST, MINAFET,

Strategic Outcome 2: Good governance and accountability		
Strategic goal: By 2022, an integrated and modern CRVS system enhances good governance and accountability for better service delivery		

Number	Strategic activities	Responsibility	2017/2018 · 2018/2019 · 2019/2020 · 2020/2021 · 2021/2022 (Jul–Jun)

Strategic objective 2.1: To establish coordination mechanisms for CRVS system

Number	Strategic activities	Responsibility
2.1.1	Establish high level coordination committee (Ministerial level)	MINALOC
2.1.4	Establish District Task force on CRVS	MINALOC
2.1.5	Establish National Mortality Technical Working Group	MOH, DPs

2.2 To institutionalise CRVS programme and establish interlinkages with line ministries, agencies and Districts

Number	Strategic activities	Responsibility
2.2.1	To establish Interlinkages with other key institutions	NIDA, NISR, MINALOC, MOH, MINIJUST, SUPREME COURT
2.2.2	Make CRVS programme part of line Ministries and districts IMIHIGO	MINECOFIN, NIDA

2.3 To strengthen collaboration with national, regional and international key stakeholders

Number	Strategic activities	Responsibility
2.3.1	Meeting with key stakeholders and DPs (Partnership forum) during the celebration of civil registration day on August, 12	NIDA
2.3.2	Organize annual conference for all Civil Registrars	NIDA
2.3.3	Participating in the biennial Conference of African Ministers Responsible for Civil Registration (CoM)	MINALOC NISR, MOH, NIDA,
2.3.5	Organize CR scientific conference in Rwanda in collaboration with APAI-CRVS	NISR, NIDA

Strategic Outcome 3: Reliable statistics

Strategic goal: By 2022, vital statistics, including causes of death, are reliable and of high quality and used for evidence based decisions

Number	Strategic activities	Responsibility	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022
			Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun

Strategic objective 3.1: To produce and disseminate reliable vital statistics including causes of death according to international standards and improve public vital statistical literacy

Number	Strategic activities	Responsibility
3.1.1	Elaborate guidelines for data collection, analysis, transfer, consolidation and dissemination based on international standards	NISR, NIDA
3.1.2	Support introduction of ICD-10 and the international form of death certificate by improving medical certification of causes of death through training of existing medical staff	MOH, MINALOC, DPs
3.1.3	Incorporate training on medical certification of causes of death in medical school curricula	MOH, MINEDUC, DPs
3.1.4	Incorporate training on medical certification of COD in licensure/re-licensure requirements	RMDC, MOH, NISR
3.1.5	Implement automated verbal autopsy on out of facility deaths and integrate systems into routine CRVS	MOH, NISR, DPs
3.1.6	Improve quality of vital statistics data adopting the use of ANACoD	NISR, MOH, DPs
3.1.7	Regular supervision to ensure efficiency and effectiveness of data quality (Quartely)	NISR, NIDA, MINALOC, MOH, MINIJUST, DISTRICT, DPs
3.1.8	Publish regularly and timely vital statistics, including causes-of-death. Use of mass media and open data channels.	NISR

Strategic objective 3.2: To promote use of vital statistics as evidence in policy and planning

Number	Strategic activities	Responsibility
3.2.1	Organize stakeholders platform for dissemination and reporting to strengthen engagements with vital data users (**Note**: Merge this meeting with annual celebration of Statistics day on 18th November)	NISR

Number	Strategic activities	Responsibility	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022
			Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun	Jul Aug Sept Oct Nov Dec Jan Feb Mar Apr May Jun

Enabler 4.1: Information Capital (Target: An Integrated and modernised CRVS system is operational by 2022)

Number	Strategic activities	Responsibility
4.1.1	Innovate and integrate the information and technology environment to harmonise information systems across sectors	MINALOC, NIDA, NISR, MOH, DISTRICTS, MYICT, Rwanda online, DPs
4.1.2	Use mobile phone technology to reinforce CRVS related Information, Education and Communication (IEC)	NIDA,
4.1.3	Establish local and cloud based storage with disasters recovery solution/ Electronic Back up	NIDA, NISR

Enabler 4.2: Human Capital (Target: Human resource system for CRVS improved by 2022

Number	Strategic activities	Responsibility
4.2.1	Establish an inter-sectoral CRVS training programme (Capacity building plan on CRVS)	Joint NIDA, NISR, MOH, MINIJUST, MINALOC,
4.2.2	Hiring a Manager of cimetries in sectors and cells to properly manage Cimeteries (**Note** The HBCP can double as Cimetery manager in cell)	MOH, DPs
4.2.3	Study visits	Joint NIDA, NISR

Enabler 4.3: Organizational Capital (Target: Improved organisational structure, functions & roles and responsibilities of key stakeholders by 2022)

Number	Strategic activities	Responsibility
4.3.1	Reorganize CRVS systems organisational structures, functions & roles and responsibilities in key stakeholders	MIFOTRA MINALOC, MOH, DISTRICTS
4.3.2	Drive institutional change at all levels and institute change management programme	MINALOC, MINEDUC, MINISPOC, NIC

Annex 4: List of Persons that Guided the Strategic Plan Development Process

ROLE	NAMES
TECHNICAL DIRECTOR	Michel NDAKIZE RUGAMBWA, NISR
NATIONAL CRVS CORE TEAM	Patrick NSHIMIYIMANA, NISR Marguerite MARELIMANA, NIDA Charles RUSHISHA, MINALOC Emmanuel NTAWUYIRUSHA, MOH Christine MURERWA, MINIJUST
UNICEF TEAM	Ramatou TOURE , Former Chief, Child Protection Francois MUGABO, Child Protection Specialist Mona AIKA, Child Protection Specialist Young JOO LEE, Child Protection Officer
AfDB	Maurice MUBILA
STATISTICS SOUTH AFRICA	Celia de Klerk Thandi MAKALE
TECHNICAL ADVISORY GROUP	Yacob ZEWOLDI, Senior Advisor and International Consultant David NZEYIMANA, National Consultant

Annex 5: Participants List for CRVS Planning Workshop from 17 to 21 October 2016

No	NAMES	INSTITUTION	POSITION	PHONE
1	NGOMITUJE XAVIER	NISR	STATISTICIAN	0788411755
2	RUNEZERWA BYINSHI	RGB	PLANNING OFFICER	0788536818
3	NSENGUMUREMYI EVARISTE	MIGEPROF	M&E OFFICER	0781066621
4	BIZIMANA VENUSTE	NISR	STATISTICIAN	0788567574
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6	UWAYEZU BEATRICE	NISR	STATISTICIAN	0785445829
7	RUKUNDO EPHREM	NISR	STATISTICIAN	0788657706
8	NIRERE MAURICE	MINIJUST	RESEARCH AND STATISTICS OFFICER	0783122117
9	NILINGIYIMANA FAUSTIN	NISR	STATISTICIAN	0783515658
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16	GASIGWA BENOIT	MYICT	STATISTICIAN	0788548266
17	TWIBAZE JOEL	NISR	APPLICATION DEVELOPER	0783127385
18	ABALIKUMWE FRANCOIS	NISR	STATISTICIAN	0788507792
19	HARELIMANA MERGUERRITE	NIDA	DIRECTOR OF CIVIL REGISTRATION	0788522993
20	MUGABO FRANCOIS	UNICEF	CHILD PROTECTION SPECIALIST	0788303640
21	YOUNG JOO LEE	UNICEF	CHILD PROTECTION OFFICER	0788162782
22	ASENGA MARIE ROSE	RLRC	M&E OFFICER	0788517048
23	NZEYIMANA DAVID	UNICEF/NISR	NATIONAL CONSULTANT	0788687196
24	UMUBYEYI GEORGETTE	GASABO DISTRICT	STATISTICIAN	0788312037
25	HARELIMANA INNOCENT	MUHANGA DISTRICT	STATISTICIAN	0788839093
26	JUVES TCHIAMALA	WORLD VISION RWANDA	KN/LOH	0788539915
27	TUMUSIFU J.DE DIEU	NCC	CHILD PROTECTION OFFICER	783026095
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