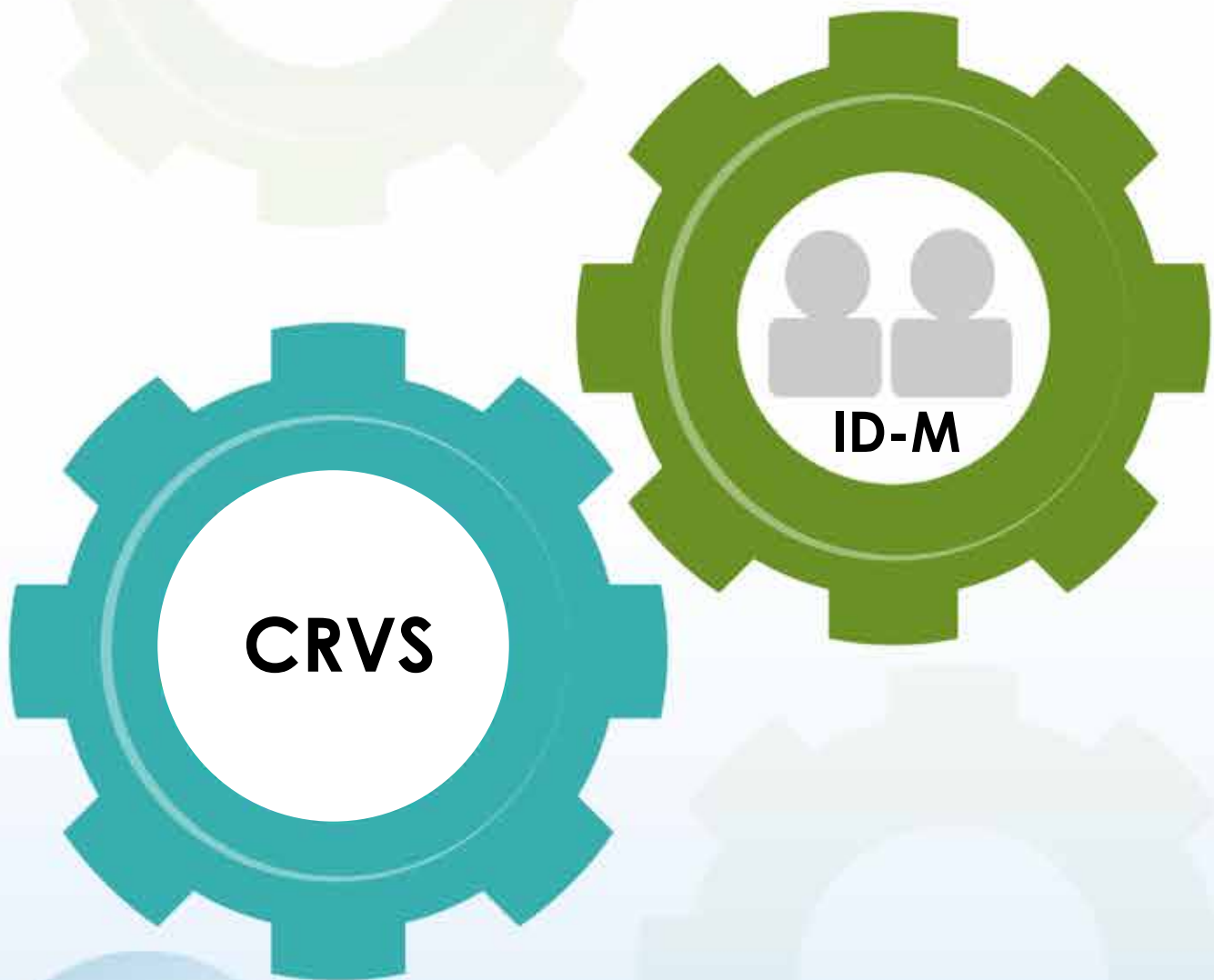




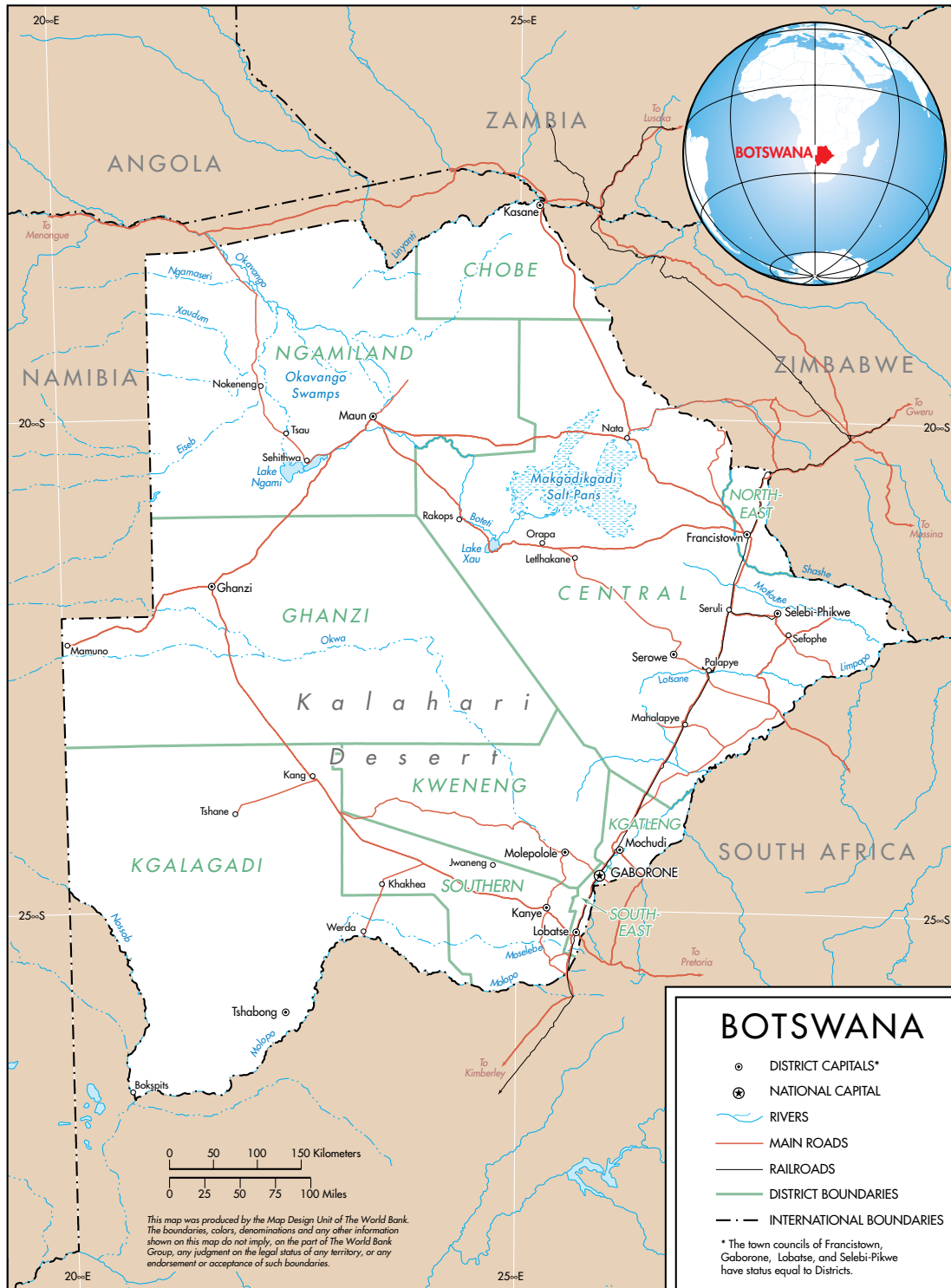
INTEGRATION OF CIVIL REGISTRATION AND VITAL STATISTICS AND IDENTITY MANAGEMENT SYSTEMS: BOTSWANA SUCCESS STORY



Department of Civil and National Registration
Ministry of Labour and Home Home Affairs
Case Study developed in collaboration with
The Department of Population Studies,
University of Botswana



Map of Botswana



Cover artwork: Bonang Mafokate, Department of Civil and National Registration, Botswana
 Publication design and layout: The Word Express, Inc.

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ACKNOWLEDGMENTS

This report was prepared by the University of Botswana, Department of Population Studies in collaboration with the Department of Civil and National registration in the Ministry of Labour and Home affairs (MLHA) and with support from the World Bank Group. The University team was led by Dr. Serai Daniel Rakgoasi with team members Professor Kannan Navaneetham, Mr. Kenabetshe Bainame, Mr. Mpho Keetile, and Mr. Motsholathebe Bowelo.

The work was co-authored by Ms. Neo Corneliah Lelang, Director, Department of Civil and National Registration, MLHA. In guiding the work technically, she provided key information, research, and resources for the work. Dr. Samuel Mills, Senior Health Specialist, Health, Nutrition, and Population Global Practice, together with the World Bank Group Identification for Development Working Group, also provided technical guidance.

The work benefited greatly from the useful and insightful peer reviewer comments of Mr. Benito Semommung, UNICEF Botswana; Mr. Moses Keetile, UNFPA; Mrs. Grace Mphetolang of Statistics Botswana; and Mrs. Hauwa Nhuru, Assistant Registrar, Administration of Justice, who collaborated closely with the DCNR on the issue of accelerated improvement in Civil Registration and Vital statistics (CRVS) and Identity Management.

Acknowledgements are also due to the Senior Management Team and the Staff of the Department of Civil and National Registration who contributed immensely to the development of the report, including providing data sources and validation of the report.



ACRONYMS, ABBREVIATIONS AND SETSWANA TERMS

AfDB	African Development Bank
APAI-CRVS	Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics
BDRS	Births and Deaths Registration System
COIA	Commission on Information and Accountability
CR	Civil Registration
“Botho”	Humility
CRVS	Civil Registration and Vital Statistics
DCNR	Department of Civil and National Registration
ERM	Enterprise Risk Management
GDP	Gross Domestic Product
HoD	Head of Department
ICAO	International Civil Aviation Organization
ICS	Immigration and Citizenship System
ICT	Information Communication Technology
IDM	Institute of Development Management
ID-M	Identity Management
IEC	Independent Electoral Commission
IE-C	Information, Education and Communication
“Kgotla”	A traditional public village committee or forum in rural areas convened by village chiefs and sub-chiefs for public consultative purposes on matters of national interest and public policy
LDC	Least Developed Country
MDG	Millennium Development Goals
MLHA	Ministry of Labour and Home Affairs
MRTD	Machine-Readable Travel Documents
NGO	Non-Governmental Office



NIS	National Identification System	TRIP	Traveler Identification Program
NDP	National Development Plan	UID	Unique Identification Number
NSS	National Statistical System	UNECA	United Nations Economic Commission for Africa
“Oming”	An identity card in Setswana vernacular directly translated as “ <i>who are you</i> ”	UNFPA	United Nations Population Fund
PCI	Project Concern International	UNICEF	United Nations Children’s Fund
RAD	Remote Area Dweller	UNSD	United Nations Statistics Division
SDG	Sustainable Development Goals	USAID	United States Agency for International Development
SI	Statutory Instrument	WBG	World Bank Group
SIDS	Small Island Developing States	WHO	World Health Organization
SOBERS	Social Benefits Registration System		

STRATEGIC FOUNDATIONS for the Ministry of Labour and Home Affairs

- Vision:** Excellence in provision of labour and homeland services
- Mission:** MLHA to promote social and industrial harmony and homeland security
- Values:** Integrity, Botho
- Strategic Themes:** Service Excellence, Operational Excellence, Homeland Security
- Strategic Results:** Customer Satisfaction; Efficient Operations; Labour Safety and Security



EXECUTIVE SUMMARY

The initiative of a case study on Botswana's successful integration of civil and identification registers comes against a backdrop of major continental and global efforts to accelerate improvement in the area of civil registration.

In 2003, the Government of Botswana established an organic link between birth registration, national registration, and death registration through a unique identifier to ensure that birth registration becomes a credible foundation for identity management beyond just serving as a source of vital statistics and conferring rights on individuals. The organic link extends to death registration that marks the end of an identity. The National Identification System (NIS) is linked with other government systems such as the elections system, the Social Benefits Registration System (SOBERS), the government payroll, the transport system, and others to facilitate service delivery because a person's identity serves as a gateway for accessing services. In addition, through this link the National Identification System is updated in real-time when a death occurs and the status of the registered citizen is automatically changed from "live" to "deceased", and this update is imported to all other interfaced government systems in real-time.

Civil registration is a credible source from which vital statistics in Botswana can be generated and was used previously to generate population reports. These reports have highlighted key policy issues and trends which go a long way in informing evidence-based decision making. The progress made in ensuring that civil registration is used to generate a vital statistics report, and is used along with household surveys and census reports, is a great achievement for the country.

On the supply side, the capacity to effectively deliver registration services to the population was improved. This extended to the development and maintenance of the following: a sound registration infrastructure, such as the legal framework; human infrastructure; an institutional frame work; effective management of the identity life-cycle; and establishment of partnerships with internal government stakeholders, development partners, and non-state actors for resource mobilization and technical advice.

Demand was stimulated through the National Universal Registration Campaign in which a robust Information, Education, and Communication Strategy was developed and implemented. It was delivered through the print media (newspaper



advertisements, flyers, posters, and so forth) and electronic media (radio and television) as well as through targeted meetings with various leadership forums at both the national and local levels. Members of the public were further targeted through open Kgotla meetings at the village level, and through “edutainment” materials packaged with key messages which were used, especially in schools, to target students. The campaign informed the population on the value and importance of civil registration, vital statistics, and identity management. Both the demand and supply initiatives are summarized in Chapter 3.

The creation of one department to provide civil and national registration headed by a single Registrar for both civil and national registration brought about benefits of synchronization of processes and immediate decision-making. This has greatly stabilized the registration processes and continues to facilitate the accelerated improvement and development of civil registration and identity management (ID-M).

Furthermore, having an institutional framework in place facilitates the smooth implementation of Civil Registration and Vital Statistics (CRVS) and ID-M through a network of offices strategically placed across the country to ensure that services are brought closer to the people. The electronic on-site births and deaths registration centers in hospitals were added to an existing

network of service points across the country, and thus improved access to such services, including bringing services all the way to hospital beds. Electronic on-site registration centers also ensure improved data integrity, process efficiency, and the ability of citizens to immediately obtain birth registration and establish right of identity.

The nature of CRVS is that it requires long-range and sustained plans of action and also a legal and legislative framework that facilitates the growth and sustenance of the system. However, in many contexts, the efficiency and effectiveness of CRVS is compromised by challenges relating to the adequacy of legislation, the nature of the civil registration organization, the methods of coordinating the different elements of the system, and the levels of priority given to the whole enterprise. One challenge experienced is that the identity management and CRVS systems are managed in the absence of data protection and privacy legislation, yet the institutions involved are primary processors of a person’s data. In the absence of such legislation, proper control of maintaining and releasing a person’s data can be a challenge. While there are some secrecy and confidentiality sections in the current registration legal framework, they are limited in scope. Privacy concerns can also appear in spite of the linking of the different systems.



1

INTRODUCTION

Background on Botswana – Social and Economic Context

Botswana is a landlocked country situated in Southern Africa. It shares borders with South Africa in the south and southeast, Namibia in the northwest, and Zambia and Zimbabwe in the northeast. Botswana has a surface area of 582,000 km² with the Kalahari Desert comprising more than two-thirds of the total area. About 87 percent of the population lives in the eastern part of Botswana where rainfall is more regular, ground water is available, and the soil is relatively fertile. When it gained independence in 1966, Botswana was one of the poorest countries in the world with a per capita income estimated at less than US\$100 per annum and a largely rural economy that was dependent on agriculture. However, with the discovery of minerals, especially diamonds, soon after independence, Botswana quickly became the fastest growing economy in the world. Yet, while diamond mining contributes a relatively large proportion to growth, gross domestic product (GDP), export shares, and government revenues, its direct impact in terms of employment is quite small because it is capital intensive by nature. Botswana's stable democracy and prudent economic management has facilitated strong investment in infrastructure, health, and education, which has resulted in improvements in social indicators such as literacy, health, life expectancy, and overall quality of health.

The Department of Civil and National Registration

The Department of Civil and National Registration (DCNR) is a government institution within the Ministry of Labour and Home Affairs (MLHA) in the Republic of Botswana. It is statutorily headed by a National Registrar who is also the Administrative Director. The core mandate of the Department is the delivery of registration services for civil registration (CR) and identity management (ID-M) as well as the registration and monitoring of societies. The DCNR has a staff complement of four hundred and fifty-two (452) and has established registration offices outside



the capital city to improve access for registration with the objective of taking registration services closer to the people. To this end, DCNR has offices staffed with trained and semi-skilled personnel, such as professionals, technicians, artisans, and preparatory clerks, based in various districts and sub-districts across the entire country. To date there are a total of 37 stations and 13 electronic on-site registration offices at various health facilities across the country. The electronic on-site registration initiative is planned for expansion to other health facilities over a period of time, if funds permit. Therefore, decentralization is taken very seriously as services are brought very close to citizens.

DCNR derives its core mandate from six Acts of Parliament including: the Births and Deaths Registration Act; the National Registration Act; the Marriage Act; the Married Persons Property Act; the Change of Name Act; and the Societies Registration Act. In terms of the legal framework, registration of births and deaths and national registration are both mandatory in nature, and the system aims for full coverage of all events and their timely registration within legally prescribed timeframes. Such registrations are based on the principles of continuity, permanence, and confidentiality. In carrying out its work, DCNR has strategic partnership alliances with other key stakeholders, including: the Ministry of Health, which is responsible for birth and death events; the Administration of Justice, which is responsible for divorce administration; and Statistics Botswana, which by law is responsible for the compilation, analysis, and release of vital statistics. The Department has working collaborations through this project with various development partners such as the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the World Health Organization (WHO), the African Development Bank (AfDB), and lately the World Bank Group (WBG). Other strategic partnerships are with non-state actors such as Project Concern International (PCI) which is funded by the United States Agency for International Development (USAID), the Masiela Trust Fund, and the Marang Child Network Trust. The partners and

stakeholders assist in the registration processes and help achieve sustained acceleration of civil registration and vital statistics (CRVS) and ID-M improvements through resource mobilization and technical assistance, including financial resources.

Definitions and Importance of Civil Registration, Vital Statistics, and Identity Management

Civil registration is an administrative system that involves the continuous gathering of information on all relevant vital events, including birth, marriage, divorce, adoption, and death. Civil registration is defined by the United Nations as the “Universal, continuous, permanent, and compulsory recording of vital events provided through decree or regulation in accordance with the legal requirements of each country.”¹ Civil registration provides the most important source of vital statistics and is a basis for identity management. It provides individuals with documentation needed to establish legal identity and family relationships, and by extension, to exercise their civil rights, access services, and participate in modern society. In the case of Botswana, civil registration is a foundation for identity and identity management.

Identify refers to “*a unique set of features and characteristics that individualize a person, including the name and other biographical data of the individual,*” while Identity Management is “*a combination of systems, rules, and procedures that are defined between an individual and organizations regarding the entitlement, use, and protection of personal information in order to authenticate individual identities and provide authorization and privileges within or across systems and enterprise boundaries*”.²

¹ United Nations Statistics Division – Principles and Recommendations on Civil Registration and Vital Statistics, 2014.

² Dictionary for civil registration and identification. Mia Harbitz, Kristo Kentala. p. cm. – (Inter-American Development Bank Monograph ; 164



The right to identity and nationality is embedded in the Universal Declaration of Human Rights³ and the Convention on the Rights of the Child Resolution 44/25 of November 20, 1989.⁴ The possession of an identity is a precondition for full citizenship. Furthermore, Target 16.9 of the post-2015 Sustainable Development Goals (SDG) calls for provision of a legal identity for all, including birth registration, by 2030.

In addition, statistics on vital events such as births and deaths provides essential information on the size and characteristics of a country's population at national and subnational administrative levels. This information is a prerequisite for planning and informed decision making in both public and private sectors and for many areas that are central to improving health, such as education, water and sanitation, social protection, food security, labor and employment, as well as the provision of health services.

Vital statistics includes data on population size, mortality and causes of death, life expectancy, and fertility trends. These data underpin health policy and priority setting, planning, service delivery, and monitoring and evaluation. The CRVS system thus provides infrastructure of particular importance for health.⁵

Developments in CRVS and Identity Management in Local, Regional, and Global Contexts

The initiative of a case study on Botswana's successful integration of civil and identification registers comes against a backdrop of major continental and global efforts to accelerate improvement in the area of civil registration. There is a resurgence of interest from different constituents in advancing CRVS and ID-M at the national, regional, and global levels, yet in Botswana, such work predates the resurgence and has been part of its developmental work for some time.

This initiative was necessitated by the fact that in many African countries the civil registration system

was under-performing because of one or more of the following deficiencies:

- A lack of or a limited political commitment
- Outdated laws and registration procedures
- Organizational and infrastructural problems
- Limited expertise and the multidisciplinary character of civil registration
- Underdeveloped public administration infrastructure
- A lack of properly articulated national standards, operational manuals, and guidelines
- A lack of monitoring and evaluation standards and procedures
- Inadequate efforts in mainstreaming civil registration and vital statistics in the National Statistical System (NSS)
- A huge civil registration backlog
- The lack of a comprehensive national action plan
- National statistics offices overwhelmed with provisional demographic methods and techniques
- A lack of long-term vision and commitment
- A shortage or lack of budget, human, and/or logistical resources
- A lack of motivation or a cultural barrier against registering events on the part of the public
- A lack of limited incentives for registration personnel
- Limited awareness and use of registration records by the public and by government offices
- Limited use of statistics at lower administration levels
- Problems of data completeness, quality, and timeliness

³ Universal Declaration on Human Rights (1948)

⁴ Convention on the Rights of the Child (1989)

⁵ Bowker and Starr 1999, cited in Keith Breckenridge and Simon Szreter (eds), 2012. *Registration and Recognition: Documenting the Person in World History*, Oxford: Oxford University Press.

- A lack of or an inadequate interface between civil registration and vital statistics organs
- The presence of disincentives for registering vital events
- Inadequate efforts in mainstreaming civil registration and vital statistics in the monitoring and evaluation of national development programs and Millennium Development Goals (MDGs)
- A lack of or limited awareness among health professionals

Botswana CRVS Country Context

Civil registration in Botswana is almost a century old, having been originally set up in 1918, when it only covered the population of European descent. Subsequent to Botswana’s independence in 1966, registration of births and deaths became open to all citizens (United Nations, 2010), and was compulsory in towns and major villages. National registration was introduced in 1988 and was automated in 1998 resulting in the creation of the National Identification System (NIS). The births and deaths registration system (BDRS) was automated in 2003 after the establishment of the Department of Civil and National Registration (DCNR). After 2003, integration of civil registration and national registration was instituted to make civil registration a key foundation for identity management through an organic link. Identity management was thus positioned as central to service delivery and as a primary tool for governance and public administration. Table 1 summarizes Botswana’s historical development of civil registration and identity management during the pre- and post-independence periods.

Under the Children’s Act (1981, 2009), every child has a right to birth registration and to a name, including the right to know who their biological parents are, while under the Births and Deaths Registration Act (1968, last amended 1998/2000, Statutory Instrument (SI 2014), every birth and death that occurs in Botswana must be registered within 60 days and 30 days respectively of occurrence. Under the

National Registration Act, every citizen of the Republic of Botswana must be registered and issued an identity card within 30 days of reaching 16 years of age or acquiring Botswana citizenship. On this note, the Botswana government has endeavored through both legislation and administration operations to ensure that individuals enjoy these most fundamental rights. The government has committed to and taken an interest in accelerating improvements in CRVS with the specific purpose of achieving universality in vital events registration and national registration in the country. Over time, the government has taken deliberate steps to accelerate improvements in CRVS and ID-M through implementation of initiatives targeting both the demand and supply sides of the functions. The initiatives will be discussed in more detail in subsequent chapters.

Africa Regional Context

For Africa and its major regional groupings, the goals of unification and the new 50-year development agenda drive the movement for dependable and viable civil

Table 1 ■ History of civil registration system in Botswana

Year	Evolution of civil registration and vital statistics system
19 th century	Registration of vital events compulsory for whites and Africans (indigenous populations) were not required to register
1966	Registration of births and deaths started; and was only compulsory in towns and major villages
1967	The National Vital Statistics System under the Statistics Act was enacted
1968	Births and Deaths Registration Act (amended in 1998,2000, & 2014 (SI))
1986	National Registration Act (1986, amended in 2004, and 2011 (SI).)
1988	Introduction of the National Registration and Identification
1998	Registration of births and deaths became compulsory/ mandatory
2003	Department of Civil and National Registration within the Ministry of Labour and Home Affairs was established

registration and vital statistics systems. To this end, the region has institutionalized and made more concrete the accelerated improvement of CRVS. The region has achieved political commitment and ownership of the CRVS agenda through the institutionalization of the biennial meeting of the ministers responsible for CRVS, of which three have already been held in Addis Ababa, Durban, and Yamoussoukro, respectively. The Minister's Meeting is a policy guidance forum for the region, and is used to monitor progress in terms of implementation of the medium- and short-term plans of the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS). In 2011, the Ministers approved the APAI-CRVS, and it is currently being implemented in the countries. To accelerate this implementation, which targets CRVS improvement, the Meeting of Ministers adopted a Resolution in 2011 tasking all the countries with undertaking a comprehensive assessment of their CRVS systems, developing strategic plans, and then reporting the progress made back to the Meeting of Ministers. As a constituent, Botswana has honored this resolution fully.

Global Context

Botswana is in step with the global impetus and commitment to accelerate improvement in CRVS and ID-M and the country will largely be taking advantage of the many opportunities presented by this positive global policy environment to move forward with its own system improvements. The global consultative meeting on Civil Registration and Vital Statistics in Addis Ababa, hosted in April 2014 by the United Nations Economic Commission for Africa (UNECA), WHO, and the World Bank Grouping, approved the Global CRVS Scaling-Up Investment Plan 2015–2020 to strengthen CRVS in low- and middle-income countries. The concern with security and national identity, reinforced by goals adopted by the global community and by regional commitments, has reactivated the drive toward developing CRVS and identity management systems. For instance, the World Bank has set a goal for

universal civil registration of births, deaths, and other vital events, including reporting of causes of death and access to legal proof of registration for all individuals, by 2030 (World Bank Group and WHO, 2014). The importance of CRVS and identity management is recognized in two of the post-2015 Sustainable Development Goals,⁶ namely Goal 16, on the promotion of peaceful and inclusive societies for sustainable development, providing access to justice for all citizens, and building effective, accountable, and inclusive institutions at all levels. This goal includes a target to provide a legal identity for all, including birth registration (Target 16.9).

The second goal guiding the development of CRVS relates to the strengthening of the means of implementation and revitalization of the global partnership for sustainable development (Goal 17). The target associated with this goal (Target 17.18) entails the enhancement of capacity-building support in developing countries, including for Least Developed Countries (LDC) and Small Island Developing States (SIDS), to by 2020 significantly increase the availability of high quality, timely, and reliable data disaggregated by income gender, age, race, ethnicity, migration status, disability, geographic location, and other characteristics relevant in the national context. The overall goal is to have one master CRVS system from which data can be accessed for different purposes while ensuring confidentiality and security (World Bank and WHO, 2014). Subsequent to the United Nations General Assembly's adoption of the Millennium Development Goals (MDG)s, the Commission on Information and Accountability (COIA) for women's and children's health that was set up by the United Nations in 2011 issued a set of recommendations to address concerns about providing the correct basis for decision making. The COIA expressed the expectation that by 2015 all countries should have taken significant strides to establish a system for registration of births, deaths, and

⁶ Open Working Group proposal for Sustainable Development Goals. <http://sustainabledevelopment.un.org/sdgsproposal>



causes of deaths, and have well-functioning health information systems that combine data from facilities, administrative sources, and surveys.

Another CRVS and identity management development at the continental level occurred when the 38th Session of the International Civil Aviation Organization (ICAO) General Assembly approved Resolution no.A38-WP/11,EX/6,17/05/13, which emphasized a holistic approach to identification management and travel documents based on the concept of “evidence of identity.” The ICAO Traveler Identification Program

(TRIP) strategy provides a framework for achieving significant enhancements in aviation security and facilitation in the future by bringing together the elements of identification management and building on ICAO leadership in matters related to Machine-Readable Travel Documents (MRTD). On this note the integration already established in Botswana that secures the effective management of the identity life cycle from the establishment of identity (birth registration) to use during life and to end of identity (death registration) effectively supports the achievement of the ICAO TRIP Strategy.



2 THE BIRTHS AND DEATHS REGISTRATION PROCESSES

There are two processes to follow depending on whether the registration is on time (within 60 days of birth or 30 days of death) or is a late registration (60 days or more after birth).

On time registration: Registration can be done either at the health facility where the event occurred or at the nearest DCNR office. For registration at the health facility, health personnel record the birth by completing a birth/death notification form immediately after the event occurs and then forwarding the completed form to the relevant DCNR office for processing, either on-site at the hospital within an hour of occurrence, or at a district or sub-district office within a week. Once the forms are received at the DCNR office, they are entered into the Births and Deaths Registration System, where registration is quality-checked and authorized. At this point event registration is complete. The certificate is delivered to the mother before she leaves the hospital, or in case of death, to the next of kin or to private undertakers before the body leaves a hospital mortuary. In cases where the form was submitted to offices outside the hospital, the registration is processed and authorized, and the death certificate is ready for printing. In order to be able to pick up the death certificate, the next of kin is required to produce a tear-off piece from the birth notification form that was acquired at the time of the deceased's birth, and also the next of kin's own identity card for identity confirmation, authentication and linkage to the national registration database. In addition, the DCNR operates through each district and sub-district monthly mobile registration services to remote and difficult to reach areas, and other centers to conduct registrations of any non-institutional birth and death events and to distribute certificates without the respective individuals having to visit civil registry offices. Civil registration is undertaken free of charge. A late registration fee of BWP 5 (US\$0.50) is charged for every month of not registering

up to a maximum of BWP 100 (US\$ 10). For a duplicate certificate, BWP20 (US\$2) is charged, while for alterations the fee is BWP 10 (US\$1). However, in order to further improve access to the registration service and to facilitate the registration of vulnerable children, the Government made a decision in 2014 to suspend all late registration fees from April 2014 to March 2015, and to continue the suspension of fees for the vulnerable population (destitute persons, orphans and vulnerable children) beyond March 2015. In addition, another decision was made to relax requirements for supporting documentation for registration of remote area dwellers. Instead, a local assessment committee comprising of local leadership and officials meets to orally hear such evidence and on the basis of the minutes produced, an application for registration is completed and forwarded to the Registrar for authorization and processing. As of June 2015, laminating machines were acquired to specifically laminate the births and deaths certificates issued to those residing in remote and difficult to reach areas. This was done for preservation purposes to assist people living a more nomadic lifestyle.

Late registrations: In case of late registrations, the declarant also has to bring an affidavit and witnesses to confirm that the event indeed occurred. These extra steps are designed to prevent ghost registrations. The application form is considered by the Late Registration Assessment Board for data authentication and authorization at a higher level. The Board is based at the head office of the Ministry of Labour and Home Affairs in Gaborone. It can either ask for additional information, refer the matter for further investigation, or approve or reject registration. All completed application forms, including approved late registration forms, are then immediately entered into the registration system, at which point the registration process is completed and a certificate can be issued. The certificate collection protocols and procedures will then follow. It is important to note that at this point, the customer can collect a certificate from any of the DCNR offices countrywide since the

Form CHR3

REPUBLIC OF BOTSWANA
BIRTHS AND DEATHS REGISTRATION ACT, 1968
CERTIFICATE OF BIRTH
(Regulation 9)

1. Certificate Number	LB01/21698706/2010
2. Registration Number	018926728
3. Date of Birth	01st January 2010
4. Place of Birth	Princess Marina Hospital, Gaborone Gaborone District, Botswana
5. Name(s)	Child Forename Other Name Surname
6. Sex	Female
7. Father's Name(s) and Surname	Father Forename Other Name Surname
8. Mother's Name(s) and Surname	Mother Forename Other Name Surname
9. Date of Registration	02nd February 2010

I hereby certify the above to be a true and correct extract from the Births Register kept at Gaborone in the Republic of Botswana.

Dated this 18th day of May, 2015

Ntsoy Ramosewa
Registration Officer / Registrar of Births and Deaths

Sample birth certificate

births and deaths registration system is decentralized and connected to the central database.

Processes for Obtaining Duplicate Births and Deaths Certificate

Duplicate certificates are normally requested for various reasons. The procedure for acquiring a duplicate is that a customer presents himself/herself at any of DCNR offices where he/she will be required to make a sworn statement describing the circumstances that led to the loss of the certificate. The customer will then pay a replacement fee of BWP20.00 (US\$ 2) after which a supervisor authorizes a certificate to be issued. In cases where there are changes as a result of



On-site Birth registration kiosk awarding a birth certificate to a newly born baby at Marina Hospital in Gaborone

a change in the surname or where the High Court has authorized material changes in either birth or death registrations, the same capture and authorization procedures will be followed and new certificates issued accordingly.

Electronic On-site Birth Registration

Realizing that health institutions are a natural partner in civil registration, and in order to utilize their key position as a source of data where about 94 percent of birth and death events occur, Botswana instituted a strategy of Electronic On-site Registration of Births and Deaths in hospitals in 2011 and to date has opened up onsite registration facilities in 13 hospitals. Assistant Registrars are placed in health institutions to register births and deaths as they occur. The strategy

goes a long way in significantly reducing late birth registrations (that is, registration after the 60 days of birth stipulated in the Births and Deaths Registration Act but before age 1 year) or delayed registrations (after age 1 year) and the initiative is expected to significantly bring the country up to the level of universal registration, building on the advantage of already having in the system the 94 percent of births occurring in health institutions. This is crucial since every life counts and must be counted and accounted for in a timely manner. Available data indicates that since its inception in 2011, electronic on-site registration strategy has significantly improved the number of registered births and deaths and has reduced the number of late registered events.

Figure 1 shows the percentage of births registered onsite between 2011 and 2015 out of all births that were registered during each year. The figure shows that the proportion of onsite births has been increasing



steadily from 4.2 percent in 2011, to 28.3 percent in 2014, and to 35.1 percent in the first half of 2015. From an initial 2,856 births registered on-site in 2011 to a peak of 28,007 in 2014, this increase has shown the importance of on-site registration (Table 2).

Coverage of Vital Events

According to the 2007 Botswana Family Health Survey report, about 94 percent of births in the country are institutional (that is they take place in a modern health facility, attended to by qualified, professional birth attendants). Table 2 shows the number of births, deaths, marriages registered, and national identity cards issued between 2009 and 2015. The table also disaggregates the number of births according to whether they occurred in a health facility or at home, as well as whether they were registered on-site or not.

Figure 1 ■ Percentage of On-site Registered Births as a Proportion of all Registered Births

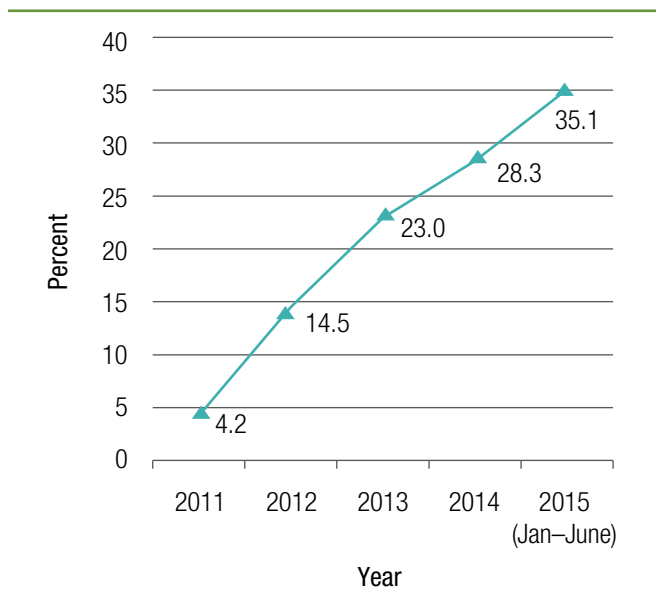


Table 2 ■ Number of Births, Deaths, and Marriages Registered, and National Identity Cards Issued

Year	Number of births in health facilities (MoH)	Number of births at home (MoH)	Number of registered births (CNR)	Number on on-site registration (CNR)	Number of registered deaths (CNR)	Number of registered marriages (CNR)	Number of ID Cards Issued (CNR)
2009	45,145	220	123,524	—	14,497	4,637	245,601
2010	49,853	475	197,382	—	14,317	5,648	147,811
2011	44,904	104	67,550	2,856	15,430	5,677	198,111
2012	49,957	91	107,848	15,653	15,629	6,391	152,572
2013	49,771	68	92,636	21,288	15,614	5,806	188,119
2014	—	—	97,850	27,739	14,551	5,609	177,002
Total	239,630	958	686,790	67,536	90,038	33,768	1,109,216



3 INTEGRATION OF CIVIL REGISTRATION AND IDENTITY MANAGEMENT VITAL STATISTICS

Integration of Civil Registration and Identity Management

In 2003, the Government of Botswana established an organic link between birth registration, national registration, and death registration through a unique identifier to ensure that birth registration becomes a credible foundation for identity management beyond just serving as a source of vital statistics and to confer rights on individuals. The organic link extends to death registration, which marks the end of identity. In 2011, the birth certificate was made a compulsory requirement for national registration and for acquisition at the age of 16 of a national identity card, which is the same as the unique identification number (UID) issued at the time of birth registration. This integration ensures effective management of a person's identity life cycle from birth—"Identity Establishment"—throughout life, to death, and then to "End of Identity." "Establishment of identity" is thus done on the basis of evidence of identity, such as timely birth registration or social footprints (school certificates) when there have been late registrations in cases where births occurred outside a health facility, while "end of identity" is carried out through death registration or emigration.

The National Identification System is linked with other government systems such as the electoral system, the Social Benefits Registration System (SOBERS), government payroll, the transport system, and others to facilitate service delivery because an identity serves as a gateway for accessing services. Similarly, through this link, the National Identification System is updated in real time whenever a death occurs and the status of the registered citizen is automatically changed from "live" to "deceased"

At the same time, this updated information is automatically changed in all other government systems maintained by service ministries that interface with the NIS.

This integration accords a number of advantages to identity management and to service delivery. First, integration ensures that the identity management register is up-to-date and not bloated with non-living identities, and further ensures that the identities are real, living, and authentic and are not “ghosts.” The organic link also stabilizes the identity of the individuals to establish that individuals are who they claim to be. This brings about integrity in identity management. Second, such integrity and trust has resulted in the acceptance and use of identity mechanisms by individuals and institutions, both private and public, which enable them to transact business with each other. Identity is largely used to secure access to services by those qualified either in terms of age, citizenship, or social safety net programs. As a result, this integration of civil registration and identity management has effectively curtailed governance problems such as fraud, pilferage, and ghost employees.

In terms of the electoral process, identity management has served to strengthen the process in Botswana and to continuously preserve its democracy by ensuring the integrity of the voter’s roll. This integrity is achieved by ensuring that through the use of an identity card, the right to vote is exercised only by those entitled and qualified in terms of the Botswana Constitution and the Electoral Act, namely citizenship and age, and also by validating the identities of voters to make sure that they are indeed who they claim to be before being registering to vote or actually casting a vote. The voters roll is also generated on the basis of the identity management national register. Voter registration of a person not registered in the national identity management register cannot proceed until the person’s identity

is investigated and verified before registration. Similarly, any double registration is questioned and cleared up before inclusion in or exclusion from the voters roll. Furthermore, any death that is recorded of a registered voter results in a real-time update of the voter’s status from “live” to “dead”, which also maintains the integrity of the voters roll.

Generation of Vital Statistics From Civil Registration Records (CRVS Integration)

According to the Statistics Act, 2009, Statistics Botswana is the preeminent national agency responsible for the development and management of official statistics. Therefore, embedded within it are the functions of processing, compiling, analyzing, publishing, and disseminating vital statistics. Civil registration is a credible source for generating vital statistics, and previously in Botswana, civil registration was used to generate a population report. However, when improvements were made to the civil registration system, this report was upgraded to serve as a vital statistics report in order to differentiate it from the census report. Subsequently the annual vital statistics reports for the years 2011 and 2012 were produced by Statistics Botswana in December 2014 and June 2015 respectively directly from civil registration records. The reports aim to provide an overview of annual changes in births, deaths, and marriage statistics. Key policy issues and trends discussed in the reports go a long way toward informing evidence-based decision making. The progress made in ensuring that civil registration can generate a vital statistics report and is used alongside household surveys and census reports is a great achievement for the country.



4 STRATEGIC INITIATIVES DRIVING ACCELERATED IMPROVEMENT

In order to accelerate the improvement of civil registration and vital statistics (CRVS) and identity management and to achieve their integration, a double-pronged strategy was implemented for the functions—development on the supply side and motivation of the demand side.

On the supply side, the capacity to effectively deliver registration services to the clientele was improved. This extended to the development and maintenance of the following: a sound registration infrastructure, such as the legal framework; the human infrastructure; an institutional framework; effective management of the identity life cycle; and the establishment of partnerships with internal government stakeholders, development partners, and non-state actors for resource mobilization and technical advice.

Demand was stimulated through the National Universal Registration Campaign in which a robust Information, Education, and Communication Strategy was developed and implemented. It was delivered through print media (newspaper advertisements, flyers, posters, and so forth) and electronic media (radio and television) as well as through targeted meetings with various leadership forums at both the national and local levels. Members of the public were further targeted through open Kgotla meetings at the village level and through “edutainment” materials packaged with key messages which were used in schools to target students. The campaign informed the population on the value and importance of civil registration, vital statistics, and identity management. Both these supply and demand initiatives are discussed below.

Supply Side Initiatives – Registration Infrastructure

Adequacy of Legal Framework

The legal framework for civil registration and vital statistics and for identity management is largely adequate, and facilitates being able to carry out those functions. Furthermore, the framework is in line with the Principles and Recommendations of the United Nations Statistics Division. In terms of the law, the Department of Civil and National Registration (DCNR) administers registration of vital events, issues registration documents, and maintains the registers.

DCNR carries out this system by acknowledging the existence of an individual through the process of birth registration and the subsequent issuance of a birth certificate under the Births and Deaths Act (Chapter 30:01). It provides for the compulsory registration of births and deaths within 60 and 30 days respectively of occurrence and requires that a birth or death certificate is issued. Section 4 of the Act provides that the Registrar shall maintain three registers (the “Births Register”, the “Stillbirths Register”, and the “Deaths Register”) into which shall be entered prescribed details of births, still births, and deaths. Furthermore, under the Children’s Act of 2009 (Chapter 28:01, section 12(2)), timely birth registration is the right of every child. The Act directs the registrar of births and deaths to obtain details of the child’s biological parents, whether in or out of wedlock, to facilitate the child being able to exercise the right to know both parents. Furthermore, the law provides penalties for non-compliance.

Regarding national registration, DCNR enrolls citizens in the national register, in which case a personal identification token is issued to the individual, while at the same time the state maintains the national register. According to the National Registration Act (Chapter 01:02, section 6), it is compulsory for every citizen of Botswana to register within thirty (30) days of attaining the age of sixteen (16), and within 30 days of acquiring Botswana citizenship. Failure to register is an offense under the law, and the law prescribes fines to be paid

by those in breach. Enforcement of the process is enhanced by the existence of detailed offenses and fines prescribed under the Act beyond just failure to register. National registration establishes the identity of a citizen and provides the essential legal documentation for that identity.

An “Oman” or identity card is the prima facie proof of the particulars stated on the identity card. Acquisition of a national identity card enables every citizen to access public services through secure identification. Furthermore, under Section 10 sub-section (5a) and section 31 sub-section 1 of the Electoral Act (Chapter 67 (A)), the right to register for elections and the right to vote can only be exercised by qualified citizens in possession of a valid national identity card. The Change of Name Act, (Chapter 15:02) restricts and regulates the right of any person to assume a surname and provides for other related incidental matters. Changes to surnames must be authorized in writing by the Minister for Labour and Home Affairs, or through the exceptions clause. These changes are ultimately reflected in the national registers and subsequently in the registration documents (either an Oman or a birth certificate). Section 17 of the Births and Deaths Act regulates alteration to forenames because names can only be added and not deleted or changed. These provisions serve to stabilize and protect the identity of individuals to ensure that in fact they are who they claim to be.

Institutional Framework, Organization and Management

The creation of a single department responsible for both civil and national registration, headed by a single registrar, brought about benefits of synchronization of processes and immediate decision making. This greatly stabilized the registration process and continues to facilitate the accelerated improvement and development of civil registration and identity management.

Furthermore, having an institutional framework in place facilitates the smooth implementation of CRVS and ID-M through a network of offices

strategically placed across the country to ensure that services are brought closer to the people, thus improving access to such services. The government undertook to decentralize rather than centralize registration services in all 12 districts and 25 sub-districts, both administrative offices, and in the 13 electronic on-site registration centers at health facilities for immediate birth and death registration and issuance of certificates. These were added to an existing network of service points across the country and improved access to such services, including bringing services all the way to hospital beds. On-site registration centers ensure improved data integrity, process efficiency, and the ability of citizens to immediately obtain birth registration and to establish an identity right.

In addition, every district and sub-district undertakes an outreach program to the remote and hard-to-reach areas twice every three months for registration and distribution of registration documents in those areas. This has brought services very close to the population, especially the vulnerable and nomadic populations.

Human Infrastructure and Its Development

Over time, the government has dedicated human resources to the delivery of registration services and identity management, and 454 staff members are deployed across all the offices. Since human resources are lacking in terms of quantity, caliber, and expertise, the department has undertaken short-term and long-term development programs, including in-service training, to provide personnel with the skills to improve the quality of their work and to build a culture of high performance.

In terms of vital statistics, Statistics Botswana has a dedicated directorate responsible for the compilation, analysis, and production of vital statistics. The professionals executing these functions are continuously educated through in-service training and short-term training courses related to CRVS offered by the University of Botswana and the Institute for Development Management (IDM).

Training and Development

Collaboration with the University of Botswana

The Department of Civil and National Registration entered into agreements with the University of Botswana, Department of Population Studies, to craft syllabi and deliver training designed especially for the registration officers. When the university discontinued offering Diploma in Population Studies, the training was moved to the Institute of Development Management (IDM), where the courses can result in Diploma in Human Resource Management or Certificate in Population Studies. Since the program's inception, a total of 25 officers have received diplomas in Human Resource Management, 7 officers have received Diploma in Population Studies, and 43 officers have received Certificate in Population Studies. In addition, 15 officers have been trained and received a certificate in Information Communication Technology (ICT) offered by other institutions. Some officers are enrolled in degree programs in an effort to make the operations more professional; 4 officers have received Bachelor of Arts Degree in Population Studies from the University of Botswana.

Collaboration with the Botswana Police Service

As a capacity-development initiative, the Department of Civil and National Registration, in collaboration with the Botswana Police, has developed a course on Fraudulent Document Identification and Investigation Skills, which is targeted specifically for the DCNR. Annually, about 60 officers are given training under this initiative. Since its inception in 2012, more than 150 employees have been trained under this program. The program equips employees with skills in differentiating fraudulent documents from genuine documents, for example birth and death certificates. Employees are also equipped with expertise on facial identification, handwriting analysis, and interview skills. This training is expected to improve investigative skills, the ability to identify document fraud, and interviewing skills, and to help maintain the integrity of the registration data, the registration documents, and the process of registration,

and also the integrity of the officers, with an overall goal of improving and maintaining effective management of the processes of “Establishment of Identity” and “End of Identity”. In 2014, training on Enterprise Risk Management (ERM) was included in the training courses for DCNR, and four officers underwent ERM training. The training will be offered on an annual basis. These training courses have improved officers’ capacities to deliver and deal head-on with operational risks, such as fraud and corruption, and have greatly contributed to building for employees the security culture required to handle this crucial work.

Enterprise Risk Management

The department has developed a Risk Management Strategy which identifies and describes 20 significant risks with respect to identity management and CRVS. It further describes the importance of enterprise risk management (ERM) and has prepared a risk policy for the Department of Civil and National Registration. The strategy documents the risk management architecture of DCNR and shows the roles and accountabilities of each of the key parties, including employees and management, in mitigating risk. Some of the significant risks identified in terms of the political, economic, social, technological, legal and ethical (PESTLE) analysis approach include: culture risk, reconciliation risk, integrity risk, reputation risk, public confidence, systems interface/integration, systems access/security risk, data integrity, human resources risk, and segregation of duties risk, among others. As a response to the risks identified, a risk register was developed that indicated the risks identified and the measures undertaken to mitigate such risks for implementation in the 2015–16 performance year.

In relation to data integrity and systems security risk, although the Births and Deaths Registration Act and the National Registration Act both have strict provisions governing the changes that are to be made to registration records, in many contexts there are no specific safeguards for the confidentiality of the personal information collected and stored in the registers.

They are not like the Statistics Act, which provides very detailed provisions regarding confidentiality, devoting Part V of the Act to the subject of “Confidentiality and Disclosure,” and including stiff penalties associated with a breach of confidentiality on a scale not matched by the penalties in any of the other laws reviewed. The United Nations notes that the contents of civil registration records are essentially legal, but can usefully be linked to administrative, health, tax, and other records. These linkages can, however, potentially violate an individual’s right to personal and family privacy if the use of this personal and confidential information is not checked. However, the Data Protection and Privacy Bill is currently only at the bill stage.

In addition, there is a division for investigations that is charged with ensuring the overall integrity of the documents, data, and registers issued and kept by DCNR. It investigates cases of false declarations leading to the issuance of synthetic documents, processes cases, and makes any necessary referrals to law enforcement agencies for taking cases to court. DCNR officers also appear before the courts on subpoenas to give evidence on any matter related to the registration and issuance of documents.

Financial and Material Resources

DCNR has an annual budget of P 56 million (US\$5,600,000) dedicated to the delivery of identity management and civil registration. The Government had dedicated a fleet of 66 vehicles for use across the country in the delivery of these services, but 50 percent of the vehicles had been declared not roadworthy and were not used, and then were not replaced because of the economic downturn. In fiscal year 2014/15, the government added a budget provision of P 8 million (US\$800,000) to augment equipment and consumables specifically relating to identity management, such as cameras, printers, fax machines, computers, and so forth, to boost the capacity of DCNR to facilitate the 2014 general elections. Despite this limited capacity, the department continues to move ahead in delivering

the work and shows the government's commitment to facilitating identity management and civil registration.

Automation of the Critical Functions

There is common acknowledgment among countries that civil registration systems should be digitized. Most countries in Africa are in the process of establishing national population registers and have already started establishing computerized databases. These countries have also initiated steps for scanning past records while making the transition. For Botswana, DCNR embraced Information Communication Technology (ICT) as a medium to expand its service delivery capacity and to improve on its efficiency and processes. In 1998, a special effort was undertaken to automate national registration, which resulted in the creation of the National Identification System. In 2003, birth and death registrations were also automated, which resulted in the Births and Deaths Registration System (BDRS). However, the department has not yet automated the processes of "Change of Name" or of "Marriages" and linked them to the People Hub (Population Register), as is required in the project memorandum approved under the National Development Plan Ten (NDP10). Automation is key to the improvement of identity management and civil registration.

Botswana has deliberately moved slowly in creating a People Hub and introducing electronic identity cards. Officials wanted to first ensure the integrity of its data and the efficiency of its processes, and to ensure that the CRVS is reliable, stable, dynamic, and not vulnerable to fraud. This is accomplished by ensuring that the registration processes are dynamic and fool-proof before introducing digitization, and also by first ensuring that the environment is ready to embrace the full-scale population registry of a People Hub. Some countries that have moved to digitize before ensuring that their systems and process were adequately dynamic, inclusive, and rigorous have found themselves operating a registration system that is vulnerable to fraud, and one in which the people and institutions have little

confidence in the credibility of their registration system and its offshoots.

Improvement in ICT Infrastructure

Robust information communication and technology (ICT) infrastructure is essential for running automated systems. Prior to 2013, it was noticed that the available bandwidth could not sufficiently support the systems when there was a huge demand for registration services by clients as a result of the universal registration campaign. The registration systems were performing poorly, especially the Births and Deaths Registration System (BDRS) due to the low bandwidth and the poor system architecture, which often led to network failures and system shutdowns. Some offices were running at bandwidths of 128 Kbps, 256 Kbps, and 512 Kbps respectively. Subsequently, the bandwidth was upgraded for all DCNR offices and they are now all running at a minimum of 1 Mbps bandwidth.

However, during the same period, the design of the BDRS was also enhanced to improve its processing time, which improved system efficiency. Before the enhancement, the system would take an average of 30 minutes to process one transaction. Once redesigned, the system is now able to process applications faster and on average takes two minutes per transaction.

Strategic Partnerships and Stakeholder Collaboration

DCNR has been very deliberate in establishing partnerships and collaborations with development partners and non-state actors to improve the delivery of registration services and the quality of the information collected, and to better inform policy formulation and general programming. Since 2011, a number of stakeholders have been engaged through giving technical and financial support. Currently, the department is collaborating with the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the World Bank, the World Health Organization (WHO),

and the African Development Bank (AfDB). In terms of non-state actors, there is on-going collaboration with Project Concern International (PCI) funded by USAID, the Masiela Trust Fund, the Marang Children's Trust, and the SOS Children's Villages, Botswana (SOS). The total financial resources acquired from such collaborations from 2011–2014 were in excess of P 5 million (US\$500,000).

These partnerships helped to improve birth and death registration, especially in remote areas. UNICEF sponsored a universal birth registration campaign in Ghanzi in 2011. UNICEF also undertook a campaign in Maun in collaboration with DCNR March 18–20, 2014, to register vulnerable children and orphans. This was in line with the UNICEF mandate on children's rights and the Children's Act of 2009. UNICEF also donated US\$45,000, of which US\$20,000 was used for the registration of vulnerable groups. A total of 14 computers and 7 printers were purchased by UNICEF for use in the project on registration of vulnerable groups and were allocated to districts with remote area dwellers to improve their registration capacity. Part of the funding was allocated for publicity, such as booklets and flyers, and part was used to improve overall implementation of the CRVS.

Recently, the department enlisted the support of the World Bank, in collaboration with the University of Botswana, to document good practices relating to civil registration and identity management. DCNR has also enlisted the support of Project Concern International (funded by USAID), the Masiela Trust Fund (orphans), and the Marang Children's Trust to strengthen and galvanize the second-generation universal registration campaign launched in June 2015. This is aimed at continuing efforts relating to ensuring the universality of registration. The combined efforts of all these stakeholders have resulted in the acceleration of the development of Botswana's civil registration and identity management processes from strength to strength within the shortest period to become one of the finest benchmarks of best practices in this area on the African continent.

Comprehensive Assessment of Civil Registration and Vital Statistics

In response to the African Ministers' Resolution calling upon African governments to fast-track improvements of CRVS systems to achieve their full potential, as a first step in implementing the resolution, Botswana has conducted a comprehensive assessment of CRVS and identity management systems. The Government of Botswana conducted this assessment as a collaborative exercise of the four key institutions involved: the Ministry of Health, the Ministry of Labour and Home Affairs, the Administration of Justice, and Statistics Botswana. Each of these institutions has legal and administrative responsibilities for delivering and managing services associated with the four key vital events, namely birth, death, marriage, and divorce.

The assessment was undertaken in 2013 and 2014 with the financial support of major development partners, including the United Nations Population Fund, the African Development Bank, and the World Health Organization. The assessment focused on processes and practices at different operational levels in the registration of vital events and the production of vital statistics and national registration, as follows: it established the level of compliance with legal provisions; assessed the adequacy of the legal framework and the current structures and procedures for delivering quality registration services to the citizenry; determined the extent to which vital events are registered and what relevant information was obtained, processed, and compiled; identified bottlenecks in the management of registration and data production; and suggested areas for possible improvements.

The following is a sample of some of the key findings:

- a) In terms of the legal framework, the Births and Deaths Registration Act is comprehensive and complies substantially with international recommendations. Many of the elements that the United Nations guidelines consider fundamental for the CRVS legal framework, and the items of information listed in the United Nations

manual and WHO handbooks as necessary, are reflected in various forms. The registration systems in place also closely adhere to provisions of the respective Acts. Notwithstanding these developments, although the law provides for registration of every child born within Botswana, in practice universal registration has not yet been completely achieved.

- b) Arrangements for the registration of marriages and divorces differ significantly in various respects from the requirements for births and deaths registration. For instance, there is no specific legal framework for marriage and divorce registration, such as is included in the Births and Deaths Registration Act. The legislation governing marriage registration is derived from the Marriage Act, which gives greater emphasis to the management of the marriage process. Therefore, although the Act includes some guidance on registration of marriages, these provisions do not cover all aspects of marriage registration in accordance with international standards.
- c) The key actors are not fully assuming their assigned “roles and responsibilities”. Specifically, the attending medical practitioners, midwives, and physicians, who are identified as having the responsibility for notification, are often more focused on the mandates of the parent institution, and more committed to the legal provisions directly associated with their own field of work. Furthermore, there needs to be improved coordination between agencies to achieve better alignment of their efforts and more synergies in the various processes.
- d) Although the country network of offices is well appreciated by segments of the population, the assessment underscored the need to increase the coverage of the electronic on-site centers to encompass all major health facilities in order for the larger population to benefit fully from the strategy and to ensure universality of continued data integrity.

Development of a Five-Year Strategic/Investment Plan

The CRVS and Identity Management Strategic Plan 2015–2020 was developed and concluded in 2015 on the basis of the CRVS comprehensive assessment. It will guide planning and resource allocation over the next five years and will be reviewed annually in light of stakeholder needs, the evolving socioeconomic environment, and emerging priorities. The outcome of the annual reviews and changes associated with them will be reflected in the various annual performance plans.

The strategic plan has defined four strategic outcomes to be achieved over the medium-to-long term. These outcomes are aligned with the National Development Plan (NDP), Vision 2016, and the African Development Agenda on CRVS. The strategic outcomes of the strategic plan are as follows:

a) Legal and civil rights for all and registration universality

By 2022, the registration rate should have reached 95 percent for births and deaths and 70 percent for marriages and divorces. The key indicators for success are:

- All registration processes automated
- Standardized and harmonized registration processes
- All systems linked
- Increased usage of national service points
- Vulnerable groups have access and use of registration services

b) The national population register is part of the e-government system – One Identity

Based on the organic link between birth registration, national registration, and death registration, and on achieving universal registration for everyone, the country should continue to sustain one identity for all. An identity is created once by only one institution for an individual and is then used several times by all agencies in delivering services to the individual.

c) Evidence-Based Decision Making To Facilitate Good Governance, Development Planning, and Program Monitoring

By 2022, the system should be providing 95 percent of reliable and accurate vital statistical information for informed decision making. Key indicators for success are:

- All CRVS systems are integrated and fully utilized
- Vital statistics are based on complete administrative records
- Official statistics are published according to international standards
- Up to date annual statistics on births, death, causes of death, marriages, and divorces are published in a timely manner

d) Improved service delivery and accountability

By 2022, the system should be providing and accounting for 95 percent of all CRVS services that ensure maximum customer satisfaction. Key indicators for success are:

- Registration points established in rural areas
- Integrated planning and coordination structures established
- The “People We Serve” are satisfied
- Government agencies empowered for informed decisions

e) Institutional Excellence

By 2022, CRVS institutions should be capable, sustainable and modern. The key indicators for excellence are:

- Enabling CRVS legislation passed and implemented
- Performance of CRVS institutions are monitored and evaluated
- Staff is skilled in the new environment
- All processes are modernized and automated as part of the government modernization program
- Office facilities are modern, accessible, and meet set standards

- Customer-centric culture dedicated to the “People We Serve”

The Investment Plan identifies a number of critical success factors for the attainment of the strategic plan as follows:

- Collaboration and cooperation by stakeholders
- Enabling laws
- Compliance with international standards
- Aligned and computerized processes
- Increased registration points, including on-spot and mobile registration
- Good coordination structures, including a National Coordination Committee for all stakeholders and full engagement by local authorities and assessment committees
- Strengthened system integration and interoperability through the unique identifier and organic linkages

Demand Creation

National Universal Registration Campaign

The universal registration campaign is intended to create demand and promote value for CRVS as well as accomplishing national registration. Free and universal birth registration is featured as a suggested target under the illustrative goal of “Promoting peaceful and inclusive societies for sustainable development by providing access to justice for all and building effective, accountable and inclusive institutions at all levels.” (Goal 16 in the report of the high-level panel on the post-2015 development agenda). Furthermore, the proposed Target 16.9 puts the spotlight on the important role of identification in achieving development: “By 2030 provide legal identity for all, including birth registration.”

The first-generation campaign was launched in 2011 at Ghanzi District, which is one of the districts with the highest population of remote area dwellers. There was a need to accelerate birth registration in those

areas. Several other initiatives were adopted that drive the campaign. These initiatives included the establishment of the On-site Registration of Births and Deaths at Health Facilities Program, and the initiation of partnerships and collaborations with stakeholders such as government ministries, financial institutions, and political forums, in order to create demand for registration services.

The National Universal Registration Campaign was intended to ensure universality of registration of births and deaths, and national registration and identity management. The goal of this campaign was to achieve 100 percent registration by motivating people to register vital events to avoid the invisibility of persons and to be able to exercise their right to identity. As part of the universal birth registration campaigns, an On-Site Registration Center at Health Facilities Assistant position was created in 2011 to place Assistant Registrars at hospitals to register births and deaths as they occur. This initiative has closed the loophole of late registration,

particularly of deaths, and a large number of births and deaths have since been registered.

The second-generation registration campaign was launched by the Honorable Minister of Labour and Home Affairs, Mr. Edwin Batshu, on June 2, 2015, at Sorilatholo in the Letlhakeng sub-district and was a collaborative effort between the Department of Civil and National Registration and Project Concern International (PCI) with financial support from USAID, the Masiela Trust Fund, and the Marang Child Network. The campaign's objectives are to (1) accelerate birth registration by 25 percent by the end of 2015; (2) ensure universal birth registration of children born in Botswana and the issuance of official birth certificates to children living in difficult circumstances by the end of 2015; (3) achieve universality or 100 percent registration by enrolling everyone not registered in order to close the current gap between the Botswana Housing and Population Census population numbers and the



Launch of universal registration campaign on the 2nd June 2015 at Sorilatholo, Letlhakeng sub-district

numbers listed in the national registers of births and deaths and national registration; and (4) create awareness at both the national and individual levels on the value of identity management in order to motivate demand for identity. The campaign is using radio and television to further motivate people to register births and deaths and to acquire national identity cards.

Information, Education, and Communication (IE-C) Strategy

In 2008, a Social Mobilization and Advocacy Plan was developed by DCNR that was implemented on a national scale. It was part of a robust Information, Education, and Communication (IE&C) strategy that was used to motivate demand for registration services and documents largely through sensitizing people to the value and use of both the registration documents and the data contained in them. Efforts were made to improve coordination among different partners, such as the Ministry of Health, the Ministry of Local Government (and its local bodies), the Ministry of Education and Skills Development, and other support partners. During the campaign, public trust and confidence were improved and nurtured for enhanced acceptance and wide use of registration documents. Public participation was also enlisted.

The IEC strategy was implemented through print media as well as electronic media, such as radio and television. One other key initiative, speaking at Kgotla or public meetings on the importance of birth and death registration, was strengthened after 2012. This entails holding meetings at the Kgotla, which is a traditional public village committee or forum in rural areas convened by village chiefs and sub-chiefs for public consultative purposes on matters of national interest and public policy, under the leadership of the district commissioner, to explain the importance of registration and to mobilize unregistered people, including children, to register. In fact, this initiative is as old as the registration function itself. Kgotla meetings were used to facilitate late registration.

Every district has a quarterly outreach program in which officials address members of the public through an initiative labeled “taking services to the people.” This was a deliberate move to expand services to the people, especially those in hard-to-reach areas. Registration requirements were relaxed to encourage an unimpeded registration process. Local committees were set up to interview customers regarding their birth records. A waiver policy was arranged with Botswana Police to only warn and caution those who were registering late, because according to the Births and Deaths Act (Chapter 30:01), no birth or still-birth can be registered after the expiration of 60 days from the date of such birth or still-birth, and no death can be registered after the expiration of 30 days from the date of death. Arrangements are also in place to assist the vulnerable population in accessing services through a Special Programme on the Registration of Vulnerable Groups.

Registration Campaigns Partnerships

Partnership with Government Ministries — Ministry of Education

Targeted meetings were conducted in local schools across the country to sensitize parents and students to the need for birth registration and birth certificates. A partnership with the Ministry of Education increased demand for birth registration when a new policy was implemented to require children to have a birth certificate to be enrolled in schools. Making the birth certificate the only form of identity to permit students to take examinations at both the primary and junior levels created a strong motivation for registration. Parents saw the need to apply for birth certificates to avoid inconvenience, which resulted in an influx of customers to civil registration offices at the beginning of the year. Although at the time of a child’s first entry into primary school no child is refused admission because of a lack of a birth certificate, they are advised to obtain one. However, children who seek admission into secondary school must produce a birth certificate, the assumption being that by then

they have been given sufficient time to register. This is also a requirement to stabilize the identity of the pupils so that the schools can record the correct particulars of each child, including the date of birth.

Partnerships with Financial Institutions

Targeted meetings were held with financial institutions, such as banks and insurance companies, to ensure that they continue to make registration documents a requirement for accessing financial services. Mortuaries were also targeted to ensure that they only take in bodies after a death certificate has been produced. These steps have also increased the demand for registration.

Special Project on the Registration of Vulnerable Groups Campaign in Remote Areas and Other Vulnerable Groups

Despite the fact that birth certificates and identity cards are key documents required by citizens to access

social and development services in the country, only a small percentage of those who reside in remote and hard-to-reach areas (as well as orphans and street children) have been registered. In these areas, there are many hard-to-reach communities and families who live in remote locations or are nomadic and are unable to travel to the nearest civil registration point. A Special Project on the Universal Birth Registration of Vulnerable Groups was launched in 2012 by the Ministry of Labour and Home Affairs in collaboration with UNICEF. The project is aimed at improving registration of births among vulnerable groups, which is mainly comprised of remote area dwellers (RADS) and orphans. The main objective of the project is to use mobile services for those residing in remote and hard-to-reach areas, orphans, and street children and to waive the registration requirements in order to improve the access of these people to identity management and civil registration services. Program officials actively engage with the leadership of these people,



Children in a remote and hard-to-reach area during registration outreach program

and with NGO's working with them, to get them to support the registration program and to build trust in it. As part of this strategy, the Minister of Labour and Home Affairs waived the late registration fees. Additional fees have been waived for vulnerable groups since April 1, 2015. Furthermore, during registration, stringent requirements are relaxed, but relevant evidence or information is required to reconstruct the identity of those who could have been registered.

Waiver of Late Registration Fees and Fines

Birth and death registration is compulsory and subject to specific time requirements under the Births and Deaths Registration Act. Failure to comply with these requirements can result in a penalty of P 5 (US\$0.5) per month in default up to a maximum of P 100 (US\$10). Under

the National Registration Act, national registration is compulsory, and failure to register is an offense that can result in a penalty not exceeding P 500 (US\$50). In a bid to ensure the success of the Universal Registration Campaign and to improve accessibility to registration services, the Honorable Minister of Labour and Home Affairs made a decision through follow-up legislation that waived the late registration fees for all the members of the public, effective April 1, 2014 to March 2015. However, for vulnerable groups, these fees were waived until further notice. For the National Registration Act, an arrangement was made with the Botswana Police Service that while the amendment of the law is still being processed, the police should not impose fines for late or non-registration, but should only caution offenders. This has had a very positive effect on improving the outcome of the registration process.



Street children with their guardians and Director of DCNR (center) showing and waving their newly acquired ID cards and birth certificates. The street children are part of the 3 vulnerable groups - orphans, street children and those in remote areas.



5

COST BENEFIT ANALYSIS FOR CRVS

For Botswana, civil registration and vital statistics and identity management benefits can be summarized as follows:

- Facilitation of individuals' enjoyment of their rights to birth registration and other associated rights such as the right to a name, nationality, and the right to identity.
- A robust, safe, secure, and reliable identity management system and individual identities
- The improved capacity to generate timely and accurate vital statistics data from a civil registration system for evidence-based decision making.

The Benefit of Protection of The Rights of Individuals

Civil registration provides documentary evidence, such as birth certificates, which ultimately leads to the protection of individuals' human and civil rights. The current legal framework and its operation facilitates individuals being able to exercise their right to timely birth registration under the Children's Act, 2009, Chapter 28:01 section 12(2), which states that in order to ensure the enjoyment of nationality, the parent or other person specified in the Births and Deaths Registration Act shall give notice of the child's birth to the Registrar of Births in such a manner as is prescribed under that Act. Furthermore, the act is read in conjunction with other laws and international instruments, such as the Births and Deaths Registration Act, the United Nations Convention on the Rights of the Child, and the Universal Human Rights Declaration, which declares birth registration to be a human right, and makes it compulsory. Therefore, although some percentage of people are still not registered, the current 76.9 percent birth registration level underscores the fact that by and large, individuals in the country have been able to exercise their right to establish an identity.

A Robust, Safe, Secure, and Reliable Identity Management System

For Botswana, birth registration is a credible foundation for identity management. The birth certificate and the Omang are legal documents that provide proof of identity and citizenship and that provide access to state services or entitlements. They can also serve as a defense against exploitation or protracted hardship in times of emergency. There are a number of benefits of identity management that are described in the paragraphs below.

Electoral Systems

The key resolution of the 9th African Symposium on Statistical Development held in February 2014 in Gaborone was to promote the use of CRVS in support of good governance in Africa. In the case of Botswana, birth registration is linked organically to the National Identification System, to the elections system, and to death registration through a unique ID for each individual. This linkage authenticates the voters roll by validating the particulars of individual voters, who can also be identified through their Omang card during voter registration and voting processes. The “live” or “deceased” status of individuals is also confirmed to prevent ghost voters. This integration benefits the country through its facilitation of effective management of the electoral process, fosters peace and harmony, and serves to strengthen Botswana’s democracy.

Claiming of Entitlements and Access to Services

The Identity Management System allows the government to better target and identify specific beneficiaries of various social safety net programs and services, which results in both a more streamlined budget and program cost containment. Individuals

can use their identity card as an access token to various services, some of which involve free health care, including access to anti-retroviral therapy, prevention of mother-to-child HIV transmission, education, old age pensions, orphan care, and so forth. Furthermore, the salaries of public sector employees are linked to individual identity numbers, which substantially deters and prevents losses due to pilferage and “ghost employees.” Agricultural subsidy programs are also accessed, among a number of factors, on the basis of an identity card. Essentially, identity management facilitates transactions between individuals and service providers, such as between the state and the private sector. Therefore, because of these benefits, it makes economic sense for countries to invest in development of CRVS and ID-M because these initiatives serve as comprehensive tools for good governance and effective public administration.

Availability of Timely, Accurate, and Reliable Data

Benefits of Data Availability

Available evidence indicates an improved capacity for Botswana to generate timely and accurate vital statistics from the civil registration data system for evidence-based decision making. In Botswana, the investment in the accelerated improvement in CRVS has resulted in the production of vital statistics reports derived from a civil registration source, as evidenced by the recent vital statistics reports for the years 2011 and 2012. The 2013 report is in the process of being produced.

Reliable vital statistics support efficient planning, implementation, and evaluation of public services and development programs across sectors. CRVS is the only source of continuous and universal demographic and health data, with other population data collections (such as the census, household surveys, and so forth) only serving to supplement data provided by CRVS. CRVS helps to accurately measure population dynamics. Civil registration and vital statistics systems save

money through their facilitative role in evidence-based decision making.

Furthermore, improvements in CRVS will spur the country to success in meeting the Sustainable Development Goals since the lifeblood of these goals is primarily good data and indicators. Therefore the dividends and benefits achieved through investment in accelerated improvement of civil registration and vital statistics far outstrips the costs of investment. On the other hand, the cost of having no improvement, or only limited improvement, would be significant

Improvement of Health Sector Service Delivery

The health sector is a significant partner and beneficiary of CRVS. Hospitals and other health facilities are hubs for most births and deaths, and thus there is a need to ensure that these facilities can register or inform the incidence of these events on a timely manner. It is therefore imperative that such arrangements ensure that vital events are recorded with the highest accuracy. In accordance with the United Nations standard procedure that vital events should be reported as soon as possible, Botswana has taken steps to ensure that events are recorded promptly. This reduces “coverage error” (the longer the reporting is delayed, the less likely it is to occur), and “content error” (mistakes made in the recording of the vital event, and, thereafter, in the certificate/extract of the civil register).

Botswana has on-site registration in a number of government and private hospitals and health facilities. Births and deaths that occur in these institutions are routinely registered in Botswana. Detailed information on births and deaths by age, sex, and cause of death are needed to identify emerging health challenges and to monitor the impact of health policies and programs. For example, information on maternal deaths and on infectious or vector-borne disease and mortality is critical for developing appropriate interventions and monitoring. This type of information is collected upon the occurrence of an event. Therefore, if vital statistics of

births and deaths are combined with data on accurate causes of death, their usefulness in health decision making is greatly increased.

Other Benefits of CRVS Systems

In addition to the benefits discussed above, there are a number of additional advantages of CRVS systems:

- Although setting up and running a civil registration system is expensive, over the long run having an up-to-date registry reduces the share of costs borne by other agencies and programs because most of this information can be accessed directly from the civil registry. Ordinary citizens benefit because they will no longer be required to make multiple registrations with various government agencies for services. Civil registration can be linked with other sociopolitical, economic, and judicial systems, such as access to public services like childcare, education, health services, social assistance benefits, disability and retirement pensions, voting, driver’s licenses, passports, and employment, among others. Civil registration (CR) therefore provides legal documentation to protect citizenship, property, and other economic, social, and human rights.
- CR is an integral part of a good statistical system, along with censuses, surveys, and other administrative records.
- If the civil registry is up to date, it makes it possible to produce a current voters’ list on short notice, with minimal costs. The Independent Electoral Commission (IEC) will no longer have to spend millions of dollars every five years to undertake voter registration. With this civil registration initiative, all the IEC will have to do is extract the list of voters and conduct elections.
- There is relatively little cost involved in collecting data for voter registration because the key

information has already been collected and compiled for the civil registry. To a large extent, another government agency simply assumes the costs in place of the electoral administration.

- CR provides regular, frequent, and timely information on the dynamics of population growth, size, and distribution, and also a record of births and deaths by age, sex, and cause of death. These statistics are essential for planning basic social services and infrastructure development, and for understanding and monitoring health issues.
- Once in place, obtaining data from civil registration systems costs less than conducting a census or survey.
- CR data are based on a record of events rather than on an individual's recollection of those events.

Development Costs Associated with Initiatives aimed at Strengthening CRVS in Botswana

Resource constraints are a major challenge for civil and vital registrations systems worldwide. In Botswana there is a specific recurrent government-allocated budget for running the CRVS system at an annual provision of P 56,000,000 or US\$5.6 million. This budget is augmented through financial resources acquired from development partners for specific projects. Although the budget has been inadequate, progress has been achieved due to the motivation and the commitment of the leadership to stay on course to deliver a system currently ranked as a model of best practices in the African region. Botswana provides a very good example of a country that has been successful in strengthening its CRVS systems despite the challenge of resource constraints. Botswana has been successful in the integration of CRVS systems. In addition to the continuation of its accelerated improvement drive, National Development Plan 10 approved funding for the creation of a virtual People

Hub that will bring together the remaining identity management components of marriages and divorces, immigration and citizenship, visa and migration, work and resident permits modules. Currently these are stand-alone systems, and authorization of change of name and registration marriages is done manually. An electronic identity card (e-ID) will be delivered as part of the project together with other registration documents with improved security features. Recent enhancements in the security features of the civil registration system, such as the use of security paper for birth and death certificates with unique numbering and barcodes, have increased the integrity of the ID-M system in place.

Social Costs Associated with not Embracing CRVS and ID-M

There are a number of social costs associated with not embracing CRVS and ID-M. One of these social costs is a limited ability to ensure uniqueness. This is because without a centralized registration system, there are bound to be many different ID documents. In addition, to attempt to eliminate this duplication without biometrics would result in even larger errors, and the cost for individual programs would be prohibitive. Especially with regard to social protection programs, as people move in and out of various programs due to changes in their income and labor market status, programs often do not know how many people they actually are serving, and duplicate data inputs enter the system (for example, multiple individual pension accounts). These issues result in increased costs to both beneficiaries and the government.

A second social cost is a limited ability to authenticate. Many programs cannot authenticate securely and this has contributed to massive fraud and corruption. In some cases programs may invest in e-IDs with more secure authentication but this can result in a plethora of ID cards, lack of interoperability, and significant extra costs. A third social cost is a



lack of a common identifier which limits the ability to coordinate across programs in order to improve targeting, for instance, comparing social insurance and social

assistance registries, and monitoring social spending. At the end, programs do not know who is receiving benefits from multiple programs and who is excluded.



6 KEY ENABLERS OR CRITICAL SUCCESS FACTORS

The nature of CRVS is that it requires long-range and sustained plans of action, requiring a legal and legislative framework that facilitates the growth and maintenance of the system. However, in many contexts, the efficiency and effectiveness of CRVS is compromised by challenges relating to the adequacy of legislation, the nature of the civil registration organization, the methods of coordinating the different elements of the system, and the levels of priority given to the entire enterprise by the government. Also, because CRVS requires long term planning, there is usually a reluctance to invest in a long-range plan for the future in favor of short-term action programs aimed at securing immediate results and statistical data. Thus, where adequate legal, administrative, and legislative frameworks are not in place, conflicting legal interests, questions of competing jurisdictional control, and other governmental programs claiming higher priority status have the potential to limit the success and ability of CRVS systems to provide accurate and timely information for development and administrative purposes.

Problems relating to adequacy of legislation, the nature of the civil registration organization, methods of coordinating the different elements of the system, and the priority given to CRVS are solvable without necessarily requiring significant investment of resources. However, they are not necessarily easy to solve where there are conflicting interests and inadequate legal and administrative frameworks in place for implementation. In recognition of the importance of having a system through which meaningful data could be collected at a national level and on a continuous basis, Botswana passed legislation in 2003 mandating the registration of all births and deaths, and making it mandatory for all citizens 16 years old and above to obtain a national identity card. As a result, the increase in registration has been almost universal, making Botswana a country that can be used as a good benchmark on issues of civil and national registration and vital statistics systems.

Legal and Regulatory Framework for Civil Registration in Botswana

Botswana has created and instituted a number of laws and statutes, all of which provide a legal framework for CRVS. The registration of vital events in Botswana is regulated through the Birth and Death Registration Act (Chapter 30:01) and the Marriage Act (Chapter 29:01). The following are the main Acts and instruments governing the management of vital events and their registration.

1. Births and Deaths Registration Act (1968, last amended 1998, 2000, and 2014)
2. Inquests Act (Chapter 07:01)
3. Marriage Act (2001)
4. Matrimonial Causes Act (1973, last amended 2008)
5. Married Persons Property Act (amended 2014)
6. National Registration Act (1986, last Statutory Instrument (SI) 2004, SI 2011,)
7. Children's Act (1981, amended 2009)
8. Change of Name Act (1968)
9. Statistics Act (2009)
10. High Court Act (Rules of the High Court, 1976, last amended 2009)

The Births and Deaths Registration Act (enacted in 1968, and last amended 1998, 2000, and 2014)), specifically addresses the registration of births, deaths, and related vital events. The Marriage Act (enacted in 2001) establishes provisions for performing and registering marriages. The Matrimonial Causes Act (enacted in 1973, and last amended in 2008) deals with many diverse issues related to marriage and the dissolution of marriage, including divorce. The Children's Act (enacted in 1981, and amended in 2009), the Change of Name Act (enacted in 1968 and under review, but a review has not been completed since its promulgation in 1968), and the High Court Act (Rules of the High Court, 1976, last amended in 2009) are complementary legal instruments that support the implementation of the Acts governing

the registration of vital events. The National Registration Act (enacted in 1986, with additional amendments in 2004 and 2011) provided for stronger enforcement of the Births and Deaths Registration Act by creating demand for such registration.

According to the United Nations, the three main functions of the civil registration system⁷ are the legal, statistical, and cooperative (administrative) functions. In both civil registration law and statistics law, there should be provisions calling for generating statistical information from civil registration processes. The Statistics Act, 2009 (Section 26 (I), Second Schedule), provides for collection, processing, analysis, and dissemination of statistics from vital events (that is, births, deaths, marriages, and so forth).

The Births and Deaths Registration Act (1998) specifies definitions for live births, stillbirths, and deaths to ensure uniformity and accuracy in reporting of vital events, and provides for the appointment by the Minister of the National Registrar and of District Registrars. The Act also provides for the maintenance by the Registrar of three types of registers, namely the "Births Register", the "Stillbirths Register", and the "Deaths Register".

The review of CRVS in Botswana identified aspects of the legal framework which were found to be inadequate to fully facilitate comprehensive inputs of CRVS. The gaps identified in the review are being addressed through the 5-year strategic framework for the implementation of the CRVS.

Human and Institutional Capacity

The Department of Civil and National Registration (DCNR) in the Ministry of Labour and Home Affairs, is the institution which has the primary responsibility for registering vital events. According to the Births and Deaths Registration Act, the principal actors in the

⁷ Handbook of Civil Registration and Vital Statistics Systems: Preparation of Legal Framework. Series F. No. 71. United Nations, 1998. Pg.

registration are the Registrar, supported by the District Registrars and Assistant Registrars. Added to these, there is also a Marriage Registrar, as identified by both the Marriage Act and the Matrimonial Causes Act. The Department is headed by a Director (who is the Registrar), supported by a Deputy Director (who is the Deputy Registrar) and a Chief Registration Administrator (who falls within the category of Assistant Registrar).

The Registration Division comprises two sections: the National Registration and Civil Registration Unit and the Vital Events Unit. The division is headed by an Assistant Director of Registration Services. On-site registration (in kiosks) has been established in some hospitals to ensure immediate registration of births and deaths, to obtain wider coverage of the population, and to facilitate easier access to registration offices. This will in the future be expanded to other health facilities with maternity services.

Human Resources

The District CNR Offices are headed by District Registrars, which are positions of varying ranks. The department has 36 District Offices around the country. The Gaborone District Office has 10 permanent officers and 3 interns. The office services an average of 360 customers a day on various requests for national ID and registration services. This staff level is not adequate as shown by customers complaining that waiting periods are too long.

Although there is a well-defined service plan in place, DCNR staff generally has mostly artisan and technical experience with inadequate competencies in key areas such as ICT, population dynamics, security, risk management, human resources, and so forth. The Department in the last five years began to introduce more professional staff into its operations, but the program is still in its infancy. In addition to the issue of the caliber of the staff, there is also a continuing, dire shortage of staff across the districts and regions in terms of having the necessary numbers to sufficiently service the public.

CRVS Interface with Other Systems

The organic linkage of the National Identification System (NIS) with the Births and Deaths registration system (BDRS) has been mutually beneficial. Similarly, the National Identification System (NIS) is also interfaced with other key government systems for data authentication regarding a person. There is an ongoing process to build a population register of a People Hub (People Hub) to interface all systems, including those of the private sector, through the NIS. The NIS is to be linked to various government departments such as the Immigration and Citizenship System (ICS), the Finance Payment System, and so forth. The use of the Identity Management system is crucial in facilitation of service delivery. Financial institutions are also encouraged to emphasize the use of identity cards for their citizen clients, unlike in the past where any form of identification such as driving licenses or passports were allowed.

Political Commitment and Ownership

In many developing countries, resource constraints are a major problem hampering civil registration. Political commitments and strategic partnerships with stakeholders are essential for implementing civil registration legislation, policies, and initiatives. Because of high political commitments in Botswana, sufficient funding was provided for various initiatives to improve the CRVS.

Countrywide tours of all the full councils were undertaken in 2011 by officials in the office of the director and by other senior officials who addressed different constituencies on the value of CRVS and ID-M. These included engagements with Parliament Select Committees, such as a Portfolio Committee on Labour and Home Affairs, and Communications, Works, Transport and Technology. These tours generated interest within the political spectrum and resulted in crucial political ownership of CRVS issues, with many members of Parliament posing parliamentary questions and bringing

in motions on CRVS and ID-M, especially on the question of universality, and on the need for everyone to be registered and to be issued registration documents, on turnaround times on services, and on the need to upgrade the capacities of the functions.

The Honorable Ministers of Labour and Home Affairs have each made Civil Registration and Identity Management one of the priority areas in addressing public Kgotla meetings and in DCNR's engagement with other politicians. The current Minister continues to speak out on national radio programs highlighting the importance of registration of vital events. This effort alone has motivated people to come forward to register vital events. There have also been well-targeted meetings conducted with key groups. For instance, every full council and sub-district council has been addressed on the value and importance of civil registration and identity management. Generally, information dissemination has been carried out by various politicians in their respective constituencies, and furthermore, a variety of questions regarding registration have been raised and discussed in Parliament. Because of linkages between ID and the electoral system, politicians have gone as far as transporting members of the public in their own vehicles to enable them to get an identity card to enable

them to exercise their right to vote. A special budget amounting to P 8 million (US\$800,) was set aside for the Department of Civil and National Registration to enable them to adequately prepare for the October 2014 General Elections by renewing expired identity cards and replacing lost ones.

Registration – Management and Organization

To encourage and facilitate inputs of registration, the government made it a requirement that either a national identity card or a birth or death certificate be a requirement for accessing most services from government departments, insurance companies, burial societies, and so forth. This has had the effect of improving the uptake of registration of vital events and national identification. For instance, the fact that utilization of antenatal care in Botswana is quite high (96 percent according to Botswana Family Health Surveys (BFHS, 2007), and that most births occur in a modern health facility, has helped to facilitate birth registration. As a result, birth registrations by the Department of Civil and National Registration have been a success.



7 CHALLENGES

The major drawback of the CR system is that since registration gathers a lot of data, there is always a concern that such information gives too much power to the state, and can be abused or used for purposes other than what it was intended for, leading to violations of privacy and individual rights. Thus, despite the utility and usefulness of the CR system, concerns about its abuse could make it unacceptable.

Data Protection and Privacy Legislation

One key challenge is that identity management and CRVS are managed in the absence of data protection and privacy legislation, yet the institutions involved are primary processors of a person's data. In the absence of such legislation, the proper controlling of the keeping and the releasing of a person's data can be a challenge. While there are some secrecy and confidentiality sections in the current registration legal framework, they are limited in scope. Privacy concerns can also appear as a result of the linking of different systems.

The Department Is Not Mandated by Law to Register Divorces, Resulting in a Gap in Vital Events Registration

The lack of laws that govern registration of divorces is a gap in the registration of vital events. Divorces are registered by court offices under the High Court of Botswana, and divorce registration records are not provided to the Department of Civil and National Registration. Therefore no statistics are generated on the registered divorces in the country (UN, 2010).



Inadequate Inter-linkage of Systems

There is an ongoing process (People Hub) to interface all systems through the NIS, and NIS is linked to various government departments such as the Immigration and Citizenship System (ICS), the Finance Payment System, and so forth. Even though there is interface with ICS, there are still some challenges. Similarly, the interface of the NIS with finance (salaries) appears to have some challenges. There were also some initiatives that are geared towards the involvement of all major players, such as in health organizations and in private organizations. There are no formal arrangements for exchanging data with Statistics Botswana.


Shortage of Vital Resources

The CNR offices experience serious shortages of resources. In all the offices, there is a serious problem

of cameras for identity cards being outdated, and therefore the cost of parts and accessories become expensive. This leads to client inconvenience because they can be forced to queue up for hours to get their photos taken, or they are sent to other District offices to get their identity card photographs taken. Moreover the evidenced shortage of computers, printers, and so forth, are also a contributing factor to slowing down delivery in CNR.

Lack of Monitoring and Tracking of Registration

There is no framework for specifically monitoring and tracking registration. Also interventions have not been systemically evaluated for effectiveness. There is also a lack of monitoring of marriage returns of the churches at the district level and at headquarters.



8

LESSONS LEARNED

Registration of vital events should be mandatory

The Registration of Birth and Death Act and the National Registration Act mandate that the registration of births and deaths in Botswana be universal and compulsory for all citizens. It is evident from the case study that to run and strengthen CRVS under registration principles sanctioned by law, as outlined in United Nations Statistics Division (UNSD) recommendations, registration should be mandatory with the goal of achieving full coverage. It should also be timely, continuous, and of a permanent nature. It must ensure confidentiality if it is to be trusted by the populace.

Robust and comprehensive legal framework is critical

It is essential that there be robust and efficient legal frameworks for CRVS. In the case of Botswana, the Births and Deaths Registration Act (Chapter 30:01), the Children's Act, the National Registration Act (Chapter 01:02), the Change of Name Act, the Marriage Act, and the Married Persons Property Act provide some of the legal framework enhancing registration of CRVS.

Having Civil Registration and Identity Management in the same agency or ministry ensures integration and enhances the provision of public services

The issuance of the identity cards (Oman) and registration of vital events are done by one Department, DCNR, thereby emphasizing the importance of one department carrying out the registration mandate. As a consequence, this results in the DCNR being a well-recognized and reputable institution with the mandate to register all vital events, even if there are other institutions administering services associated with the events. The Oman is a trusted tool used by citizens of Botswana and is accepted widely to facilitate transactions across government and private institutions. Individuals use their Oman to access various public services they are entitled to such as health care, agricultural subsidy and other social safety net programs and services. Further, the Oman is used by the Independent Electoral Commission to validate the voters roll thereby curtailing the expensive ad hoc issuance of one-time voter identity cards which is prevalent in other African countries.

Assigning unique identifier at birth registration ensures a centralized database of registration of births and deaths linked to national identification

Botswana is one of the first if not the first country in Africa to organically link civil registration to Identity Management through a unique identifier and through process integration. A unique number is issued at a person's birth registration and continues as an identity number for national registration, and its use continues throughout the life of the person. Thus, there is only a single registration with a unique ID number assigned at birth, which is continued as the person's identity number during National Registration at 16 years, and which facilitates multiple uses during a lifetime, terminating only at death. This represents an Organic Link between registrations of births, national registration, and death. Birth registration is a foundation for identity, resulting in a traceable origin of identity, and an authentic and secure identity. This living identity is created once and used several times through life. This identity life cycle is well managed as it is controlled and centralized by one dedicated authority. Even the "End of Identity" occurring with timely death registration is organically linked to the Identity Management System, which results in all the registers being up to date, with minimal ghost identities, thus improving data integrity.

Decentralizing of civil registration and identification increases accessibility

There is strong political commitment for decentralization with registration services with registration being undertaken in offices across the country. Furthermore to increase registration of vital events, especially births and deaths, there is also on-site registration in health facilities with trained medical staff. These electronic on-site registration centers ensure immediate issuance of certificates, improve data integrity, provide process efficiency, and offer people the immediate enjoyment of their birth registration and identity rights. The DCNR has a staff complement of four hundred and fifty-two (452) stationed in 37 stations across the

country including 12 districts and 25 sub-districts. It also operates 13 on-site registration offices at various health facilities across the country.

There is a comprehensive identity infrastructure. This is due to non-inhibitive enrollment procedures, which facilitates easy access to registration services. The services are free, and outreach programs are undertaken. The system is very responsive to the needs of vulnerable populations, and there are provisions to waive requirements as necessary. Mobile outreach team regularly provided services to those residing in remote and hard-to-reach places.

There are adequate and dedicated human resources involved, as well as adequate budgetary resources and strong political commitment. Furthermore, there is a credible and trusted identity management institution that uses risk management strategies for sustained risk mitigation to ensure trust, acceptance, and wide use of the identity cards for services, either in government or in private institutions.

Comprehensive Information, Education, and Communication including outreach to vulnerable groups creates demand for registration services

The Minister of Labour and Home Affairs collaborates with other ministries and stakeholders in implementing comprehensive Information, Education, and Communication campaigns using print media, electronic media as well as public forums to generate demand for registration services. The existing system of governance that reaches down to the community level and the rich traditional administration promoting the participation of the citizenry at the lowest geographical level has facilitated these campaigns. For instance, regular public meetings (or Kgotla) in rural areas provide an avenue to explain the importance of vital events registration. A partnership with the Ministry of Education increased demand for birth registration when a new policy was implemented to require children to have a birth certificate to be enrolled in schools. The requirement for a death certificate for taking in bodies to the mortuaries also stimulated demand for death registration.



9 WAY FORWARD

This impressive history of determined and consistent development of the system has built up a combination of strengths on which the next century of the system's existence can operate and build.

- Botswana has a functioning civil registration system but the system does not translate into sufficient and reliable vital statistics. Statistics Botswana should work closely with the Department of Civil and National Registration. The publication of Vital Statistics 2011 and 2012 is a welcome development even though they are not published until three years later. Another example of limited coordination is that the civil registration districts and the census districts are defined differently, which makes it difficult to compile and compare vital rates when the numerator is derived from civil registration but the denominator is population obtained from population censuses.
- The legal framework needs to be revisited, improved, and harmonized. The revised legal framework should do the following: (a) specify clearly the responsibilities of different agencies at different levels involved in the civil registration; (b) include the statistical function of the civil registration system; (c) state clearly what coordination mechanisms are needed for a smooth and efficient civil registration system; and (d) cover all vital events recommended by the United Nations, especially the ones omitted by many countries such as fetal deaths and divorces.
- The issue of controlled data sharing and authentication, such as Data Protection and Electronic Signature, should be enacted in legislation. Currently they are still at Bill Stages. The on-going project of People Hub, which would be a central data repository for authentication and validation of personal data going beyond government records to include the private sector, should be enhanced and sustained. Furthermore, this project is anticipated to enhance validation of identity using source data to reduce exposure to counterfeit documents.

In summary, this case study shows that while there is still much work to be done, the CRVS and ID-M systems in Botswana are robust and are providing significant services to the people.



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