# CRVS Systems Improvement Framework

## Guidance for Country Implementation

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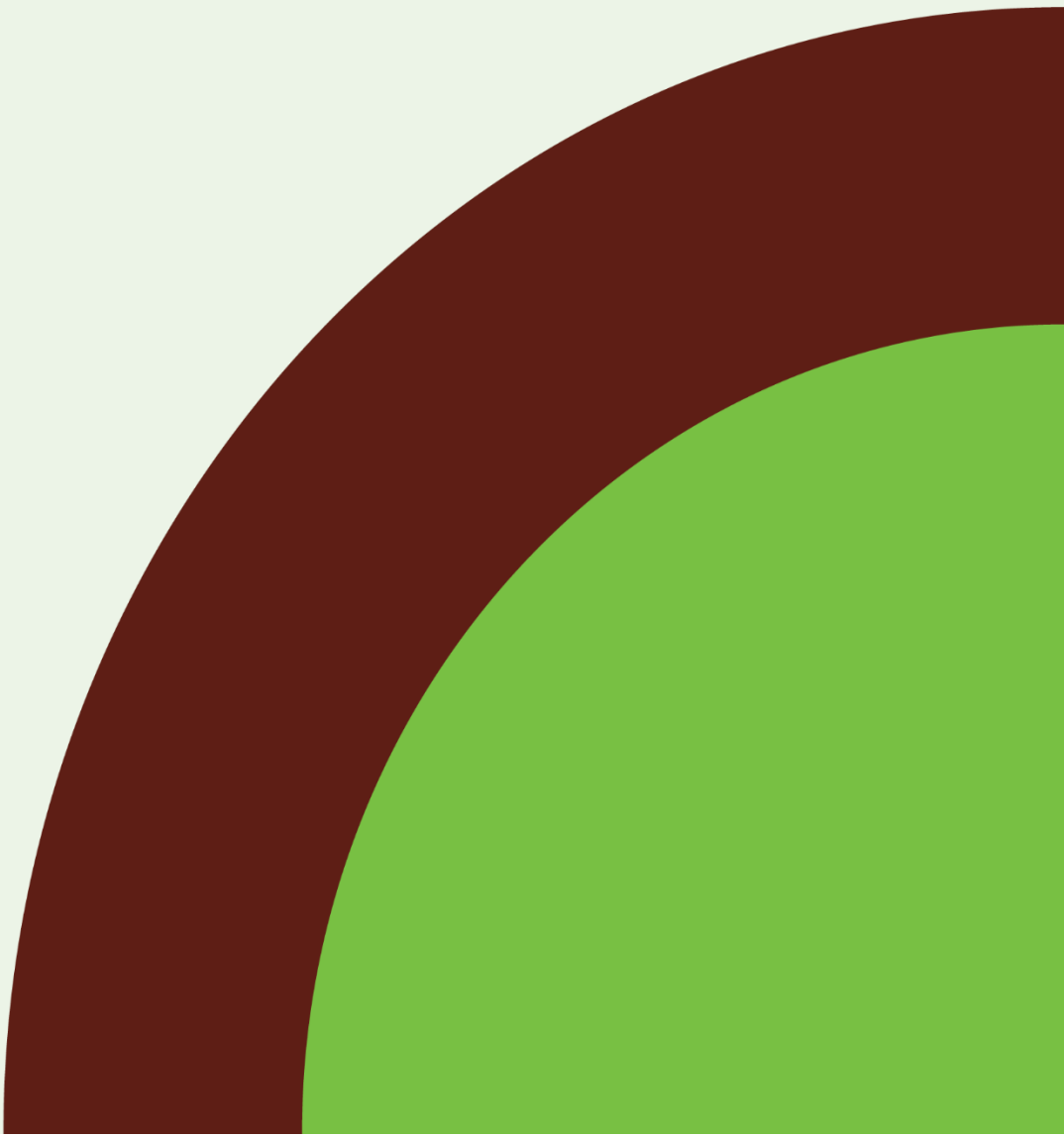

# Contents

# The Civil Registration and Vital Statistics (CRVS) System Improvement Framework

Civil registration and vital statistics (CRVS) systems are complex. Encompassing two main components – the civil registration of vital events and the production of vital statistics – these components require the involvement of several government agencies, including Registrar General's Offices, National Statistics Offices, and Ministries of Health. Due to the number of agencies involved, it is often challenging for any one stakeholder or actor to have a comprehensive, end-to-end understanding of CRVS business processes. CRVS systems are also affected by the wider political, social, cultural, legal, and economic landscapes of a country, making it challenging to improve business processes without applying a holistic and integrated approach. Further, in an increasing number of countries, identity management is an integral part of the CRVS system and must be factored into any improvement activities.

Efforts to strengthen CRVS systems over the past decade have focused on the application of several system improvement tools, notably the World Health Organization/University of Queensland Comprehensive CRVS Assessment Tool and the APAI-CRVS Assessment Tool. These efforts strove for universal civil registration to generate vital statistics for planning and reporting. Experiences and lessons learned by countries and partners while implementing these assessment tools led, in 2021, to the development of The CRVS Systems Improvement Framework (hereafter referred to as 'the Framework'). The Framework builds on experiences from CRVS system-strengthening approaches used, while recognising civil registration as the foundation for comprehensive identity management and acknowledging the growing number of global and regional CRVS system-strengthening initiatives. It signifies the shift from questionnaire-based assessments to a process-centric approach.

The Framework was developed with the purpose of holistic strengthening of CRVS systems, including establishing or strengthening connections with identification systems. It provides guidance for reviewing the performance of a CRVS system to inform the development of a strategic and action plan, following a process-centric and results-oriented approach. The Framework takes a modular approach and can be applied to the overall CRVS system; a specific component, such as vital event registration; or a specific sub-process, such as death certification. Guidance provided in the Framework is focused on the timely registration and certification of two major vital events: **live births and deaths**. Governments may wish to adapt the Framework for other vital events, such as registering marriages, divorces, legal separations, annulments, adoptions or foetal deaths, or the integration of medicolegal death investigations into the CRVS system. The Framework includes limited guidance on business processes relating to the production of vital statistics, with detailed guidance provided in the Technical Guidance for Strengthening the Vital Statistics Production Process (1).

## Updates to Version 2

The Framework has been updated based on lessons learned from country experiences since the launch of the first version. Key updates to Version 2 include:

- The scope of the Framework has been expanded to assess the ability of CRVS systems to connect to identification systems and ensure that CRVS systems are "ID ready".
- Guidance on the processes and use of tools in Stage 1 of the Framework has been strengthened. This includes, for example, addition of the "11 CRVS Strategic Outcomes" as

defined during the "Global Expert Workshop on Operationalizing Holistic Approaches to CRVS System Strengthening" held in Kigali in June 2024, which can be used to guide system-strengthening efforts.

- One of the crucial lessons learned from implementing the Framework is that it may not follow a linear process; but rather, needs to be adapted to the specific context of each country. This updated version acknowledges these diverse contexts and proposes plausible approaches to navigate context-specific challenges, while still adhering to the process-based approach, which is one of the fundamental principles of the Framework.
- Application of a process-centric approach to CRVS system strengthening has demonstrated its value not only as a one-off assessment of system performance, but rather as part of continuous monitoring and evaluation to inform the iterative improvement of these complex and multi-sectoral systems. As such, Key Performance Indicators (KPIs) have been reviewed and revised. KPIs have been organized under specific strategic outcomes (client- and service provider-centric) to ensure that system improvements are results-oriented from the beginning.
- Integrating specific considerations, activities, and stakeholders required to plan for and implement domestic resource mobilization to support CRVS system improvement throughout the process, to ensure financial sustainability and ultimately full government ownership and funding of the improved CRVS system, including its links with identification systems.

## Acknowledgements

### Partners

The Framework was prepared by the Economic Commission for Africa (ECA), Economic and Social Commission for Asia and the Pacific (ESCAP), and Vital Strategies. Financial support was provided by the Bloomberg Philanthropies Data for Health Initiative. Contributions of the following organizations are gratefully acknowledged.

## Authors and contributors – Version 2.0

Version 2.0 of the Framework was prepared by the Economic Commission for Africa (ECA), Economic and Social Commission for Asia and the Pacific (ESCAP), and Vital Strategies. Financial support was provided by the Bloomberg Philanthropies Data for Health Initiative. Contributions of the following people and organizations are gratefully acknowledged.

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## Authors and contributors – Version 1

Version 1 of the CRVS Systems Improvement Framework was created under the auspices of the Africa Programme on Accelerated Improvement of Civil Registration and Vital Statistics (APAI-CRVS). It was developed in response to the 2017 Nouakchott Declaration, issued during the Fourth Conference of African Ministers Responsible for Civil Registration, which:

> *Encourages the Economic Commission for Africa, as the secretariat of the APAI-CRVS, to enhance research and development efforts, which foster methodologies that improve the processes pertaining to civil registration and vital statistics among African Union member States* (conference outcome #12).

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# Glossary

Note that definitions are provided in the context of the CRVS Systems Improvement Framework and may not be generalizable.

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| **As-desired business process** | The desired design of business processes or subprocesses with required enabling environment and organizational capabilities. |
| **As-is business process** | The current state of a business process. |
| **Assessment, Analysis, and Redesign (AAR) Report** | The AAR Report is a key output of Stage 1 and should include a description of the current status of the CRVS system, business process descriptions and maps, and a consolidated and prioritized set of redesign ideas. |
| **Assessment and analysis of CRVS systems** | A holistic, standards-based review of the performance of CRVS systems, subsystems, and their associated enabling environment and organizational capabilities against performance standards. This review helps identify key performance issues that need to be addressed to improve the performance of CRVS systems toward their fundamental goal of registering every vital event within a given geographical area (country) and providing a source of vital statistics. The outcome is a report that is used as a key input for formulating the CRVS strategic plan. |
| **Baseline performance** | The starting point or current performance used for comparisons. |
| **Business process** | A structured set of activities that takes an input and transforms it into an output — a more valuable and effective service or product — for a particular client or clients. In the context of this Framework, the term “business process” refers to a chain of events, activities, and decisions associated with the civil registration of vital events and/or the production of vital statistics. |
| **Business process improvement** | An approach designed to help organizations analyze and redesign their existing (as-is) business processes to accomplish significant improvements and implement desired processes. |
| **Business process map** | A visualization of a business process that takes into account roles and responsibilities. |
| **Civil registration** | The continuous, permanent, compulsory, and universal recording of the occurrence and characteristics of vital events pertaining to the population, as provided through decree or regulation in accordance with the legal requirements in each country. |
| **Civil registration and vital statistics (CRVS) system** | All the institutional, legal and technical settings established by government within which civil registration is conducted in a technically sound, coordinated and standardized manner throughout a country, taking into account cultural and social circumstances particular to that country. |
| **Clients** | Members of the public who are served by the civil registration system or who seek civil registration services, namely, for registration and certification of vital events. |
| **Core team** | The local team responsible for implementation of the Framework, which should include experts and managers from the CRVS and ID systems. |
| **Costing study** | A tool used in planning and budgeting, particularly in the development sector. It is a systematic analysis to estimate the total financial resources required to implement a program, policy, intervention, or strategy over a specific period. It is used to inform planning, budgeting, advocacy, and decision-making by providing |

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| | evidence-based estimates of what it will cost to implement a new program, scale up an intervention, or achieve specific goals. |
| **CRVS stakeholders** | All entities at all levels that affect or are affected by the CRVS system. There are various types of CRVS stakeholders — government institutions and their staff who have the functional responsibility to implement aspects of the CRVS systems; government institutions and their staff who need the services of the CRVS system as input to their own operations (e.g., providers of government services that need to know about the occurrence of a birth or death to start providing or discontinue their services); development partners and other institutions that provide technical and financial assistance for CRVS systems; individuals and families (clients) who experience the vital events and require their registration and certification; and individuals who are required to report on events within their communities (informants). |
| **CRVS strategic and action plan** | A document used to communicate the vision, mission, strategic goals, and strategic outcomes of the CRVS system, and the actions needed to achieve these. Specifically, the action plan lists steps that should be taken to and resources required to achieve the intended vision, mission, goals, and objectives of the CRVS system. |
| **CRVS system analysis and redesign (CRVS-SAR) tool** | A tool designed to support countries in systematically collating and analyzing the performance of the CRVS system against a list of agreed-upon client- and service provider-centric key performance indicators. These indicators are also used to monitor system improvements following the redesign. |
| **Desired target** | The desired level of performance for a specific action, decision, or process as defined by the performance objectives, vision, mission, legislation, policies, or organizational culture. |
| **Domestic resource mobilization (DRM) strategy** | A comprehensive plan by a country to increase and effectively manage its own (primarily financial) resources generated within the country to fund national development priorities, reduce dependency on external aid, and support sustainable economic growth. A DRM strategy can be developed to fund a particular sector or sub-sector, costed implementation plan or strategy, or program/initiative. Key elements can include tax policy and administration reform, non-tax revenue optimization, strengthening public finance management, local government financing, and private sector engagement. |
| **Enabling environment** | See “Organizational capabilities and enabling environment”. |
| **Fiscal space analysis** | An assessment of the budgetary room a government has to increase spending for a specific purpose without jeopardizing fiscal sustainability or economic stability. It helps decision-makers estimate how much they can spend on new initiatives or in a particular sector without endangering future fiscal and economic health, considering both the government's financial capacities and broader macroeconomic risks.<br>An analysis for a sector or initiative focuses on how much additional funding can feasibly be mobilized for that sector/initiative through increased revenue, strategic reallocation of existing resources, earmarking new revenue, borrowing, or efficiency gains (through improved budget execution) within the boundaries of the country’s macro-fiscal health. |
| **Funding gap analysis** | A tool used in planning and budgeting, particularly in the development sector. It is a financial assessment that compares the total estimated cost of implementing a program, policy, intervention, or strategy with the available or committed financial |

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| | resources, to identify the shortfall (funding gap) that must be filled to achieve the desired objectives. |
| **Gender** | A social construct, not limited to the binary; based on expectations and characteristics set forth by society on appropriate behaviour, norms, and established roles. |
| **Key performance indicator (KPI)** | A key measure that enables evaluation of performance in terms of progress toward a specific defined objective. Performance indicators and targets (see "Desired target") are mechanisms to operationalize objectives. |
| **Identification (ID) system** | The databases, processes, technology, infrastructure, credentials and legal frameworks associated with the capture, management, and use of personal identity data for a general or specific purpose. |
| **Indicator** | A measurable value or metric that provides information about the performance of a project or program, helping to track progress and assess the effectiveness of interventions. Indicators provide evidence of change and are a key component in most monitoring and evaluation frameworks. |
| **Interoperability** | The ability of different functional units – e.g., systems, databases, devices, or applications – to communicate, execute programs, or transfer data in a manner than requires the user to have little or no knowledge of those functional units. |
| **Legal identity** | Legal identity is defined as the basic characteristics of an individual's identity, e.g., name, sex, place and date of birth, conferred through registration and the issuance of a certificate by an authorized civil registration authority following the occurrence of birth. In the absence of birth registration, legal identity may be conferred by a legally-recognized identification authority. |
| **Milestone** | In monitoring and evaluation, a milestone represents a significant point or event in a project's timeline that marks a key achievement or stage of progress, serving as a reference point for measuring progress and ensuring the project stays on track. |
| **National identification (ID) system** | A foundational identification system that provides national IDs (NIDs)—often a card—and potentially other credentials. In many countries, a primary function of national ID systems has been to establish and provide recognition and proof of nationality and/or residency status. |
| **Once-only principle** | The once-only principle (OOP) ensures that individuals and businesses provide data to public administration only once, while public bodies exchange this data when requested and in compliance with the relevant regulations. |
| **Organizational capabilities and enabling environment** | The policies, laws, and regulations; financial resources; management and coordination; human resources; physical infrastructure; and information technologies to support a country's CRVS functions and processes to achieve the desired performance. |
| **Performance issue** | A failure to meet the desired target (see above). Performance issues are based on reasonable expectations of the results of a particular action, decision, or process as defined by the performance objectives, vision, mission, legislation, policies, or organizational culture. |
| **Policy, legal, and regulatory frameworks** | A set of constitutional, legislative, regulatory, jurisprudential, and managerial rules that together establish the CRVS system and thereby the rights of individuals to have their vital events registered and that guide how systems should operate to align with defined goals and objectives. |

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| **Process actors** | All individuals or organizations that perform a specific activity in the CRVS process, or that interact with CRVS processes. |
| **Process-centric approach** | A holistic approach to assess the adequacy, efficacy, and appropriateness of business processes as part of overall system assessment. |
| **Process flow** | A description of key steps of a particular process from beginning to end. |
| **Process input** | A set of requirements and/or actions that trigger the onset of a particular process. |
| **Process output** | The result that a particular process is designed to achieve. |
| **Process owner** | The individual or entity responsible for managing and overseeing the objectives and performance of a process. |
| **Process purpose** | The goal that a particular process is designed to achieve. |
| **Redesign of CRVS systems** | Making changes to the structure and functions of the CRVS system or processes with the goal of improving their performance so that they serve their intended purpose in a better way. See also “Redesign proposals”. |
| **Redesign proposals** | Suggestions for making changes to the structure and functions of a system or process to better serve the purpose of the original design, or to serve purposes different from those set forth in the original design. |
| **Registration completeness** | The proportion of vital events that have been registered compared to the expected number of events within a specified period. |
| **Resource mobilization strategy** | A coordinated plan that enables various actors (government, development partners, civil society, etc.) to jointly secure, pool, and manage resources—financial, technical, and human—to achieve shared goals efficiently and sustainably. |
| **Results-orientated** | Organizing CRVS system improvement efforts in accordance with specific strategic outcomes (client- and service provider-centric) to ensure clear goals for the improvement process and enable the structured organisation of the performance assessment. |
| **Return on investment (ROI) study** | A method used to evaluate the economic value or benefit of a government investment compared to its cost. It is drafted in the language of finance ministries and serves as an authoritative basis for budget requests. An ROI is a way of answering the question: Will this investment be worth it? by quantifying expected results in monetary terms. It looks at the total estimated costs of the program or project, including direct and indirect costs, the measurable returns from the investment (typically in terms of savings, increased efficiency, productivity, or revenue), and the period over which the costs and benefits are measured. |
| **Root cause** | The initiating cause of a condition or causal chain that leads to an outcome of interest. It is the earliest, most basic, or deepest cause for a given behaviour. |
| **Systems thinking** | A holistic approach to analysis that focuses on the way a system’s constituent parts interrelate, and how systems work over time and within the context of larger systems. According to systems thinking, system behaviour results from the effects of reinforcing and balancing processes. |
| **Task teams (TT)** | A small group of people that brings together – into thematic groups – a specific set of skills to accomplish a short-term task. In this context, task teams are thematic groups of six to eight technical staff drawn from various CRVS stakeholder ministries or agencies that are charged with the responsibility of undertaking the field survey and associated tasks. |

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| **Timeliness** | Timeliness in civil registration means that a vital event has been reported for registration within the legally stipulated time allowance. In register-based vital statistics, it means that for every timely registered event, a statistical report form has been forwarded to the agency responsible for vital statistics within the fixed time schedule established by the vital statistics program. It also implies that the production, publication, and dissemination of the vital statistics have been carried out promptly enough to ensure that users' needs are served. |
| **Trigger event** | An action that must occur to initiate a process. |
| **Vital statistics** | Vital statistics constitute the collection of statistics on vital events in a lifetime of a person as well as relevant characteristics of the events themselves and of the person or persons concerned. Vital statistics provide crucial and critical information on the population in a country. Vital statistics are usually shared in the form of annual reports but can also be analysed and shared more frequently in the form of tabulations, and in some instances, as deidentified unit-record data. |

# Concepts and definitions

## Civil registration

**This section has been adapted from the Principles and Recommendations for a Vital Statistics System** (2).

Civil registration is defined as:

> *the continuous, permanent, compulsory, and universal recording of the occurrence and characteristics of vital events pertaining to the population, as provided through decree or regulation in accordance with the legal requirements in each country* (para. 279).

The term "civil registration method" refers to the procedures employed in gathering the basic information on the incidence and characteristics of vital events, which occur in the population of a country (or area) within a specified period, upon which the preparation of vital event records with legal value and the production of vital statistics are based. A civil registration system then, is defined as:

> *...all the institutional, legal and technical settings established by government within which civil registration is conducted in a technically sound, coordinated and standardized manner throughout a country, taking into account cultural and social circumstances particular to that country* (para. 284).

As stated by the United Nations:

> *Experience has shown civil registration to be the only reliable method for obtaining a continuous and current record of events occurring throughout a period* (para. 281).

## Vital statistics

**This section has been adapted from the Principles and Recommendations for a Vital Statistics System** (2).

> *Vital statistics constitute the collection of statistics on vital events in a lifetime of a person as well as relevant characteristics of the events themselves and of the person and persons concerned. Vital statistics provide crucial and critical information on the population in a country. For statistical purposes, vital events are events concerning life and death of individuals, as well as their family and civil status. Vital events proper concern life and death and include live births, deaths and foetal deaths* (para. 1–2).

Vital statistics and their subsequent analysis and interpretation are essential for setting targets and evaluating social and economic plans, including monitoring health programmes, and for the measurement of important demographic indicators of levels of living or quality of life, such as life expectancy and the infant mortality rate.

While there are various sources of vital statistics, including household surveys and the population census, the preferred source is through:

> *... a civil registration system, as this is the ideal source from which to derive accurate, complete, timely and continuous information on vital events* (para. 6).

In the context of defining a system as a set of interacting components forming an integrated whole, the components of a vital statistics system are: (a) civil registration; (b) statistical reporting of; and (c) collection, compilation and dissemination of statistics pertaining to vital events.

## Identity management

**This section has been adapted from Guidelines on the legislative framework for civil registration, vital statistics and identity management systems** (3).

The civil registration system is the foundation for the identity management system. An individual's legal identity is established through birth registration, which provides evidence of their identity in the form of a birth certificate. The United Nations Legal Identity Expert Group, established in 2015, adopted a working definition of legal identity as follows:

> *'legal identity' is defined as the basic characteristics of an individual's identity, for example, name, sex, place and date of birth conferred through registration and the issuance of a certificate by an authorized civil registration authority following the occurrence of birth. In the absence of birth registration, legal identity may be conferred by a legally recognized identification authority; this system should be linked to the civil registration system to ensure a holistic approach to legal identity from birth to death. Legal identity is retired by the issuance of a death certificate by the civil registration authority upon registration of death* (para. 18).

A birth certificate is used as the foundation document for all other identification credentials subsequently issued by a national identity management authority. A "credential" is a document, object, or data structure that vouches for the identity of a person through some method of trust and authentication (4).

While there is a lack of an internationally agreed definition of "identity management", the term most commonly refers to the registration of all individuals' resident in a particular territory by an agency or body of the public sector, and the issuance of legally valid proof of identity to each individual. It includes maintaining systems for managing information and documents associated with a person's identity, which may include biometrics. The identity life cycle generally has four stages (4):

1. registration, including enrolment and validation,
2. issuance of identity credentials,
3. authentication for service delivery or transactions, and
4. identity management, which entails updating identity attributes in the system, including invalidating or reissuing an identity credential due to fraud or security reasons, or retiring an identity credential after an individual's death.

In some countries, information collected through the civil registration and identification systems are submitted to and stored in a population register. Population registers are repositories of up-to-date information on the basic characteristics of all residents in a country, which has the potential to provide data on a population and its characteristics on a continuous basis at all administrative levels (5). The population register is the product of a continuous process in which notifications of certain events, which may have been recorded originally in different administrative systems, are automatically linked to it. The population register may also contain information pertaining to persons who are not usual residents of the country (e.g., citizens residing abroad), although the selected information regarding the non-resident population may be more limited than for the resident population.

In many other countries, functional identity databases (such as for social security, electoral rolls, or driver licenses) function as a form of *de facto* population register.

## Civil registration, vital statistics and identity management systems

**This section has been adapted from Guidelines on the legislative framework for civil registration, vital statistics and identity management systems** (3).

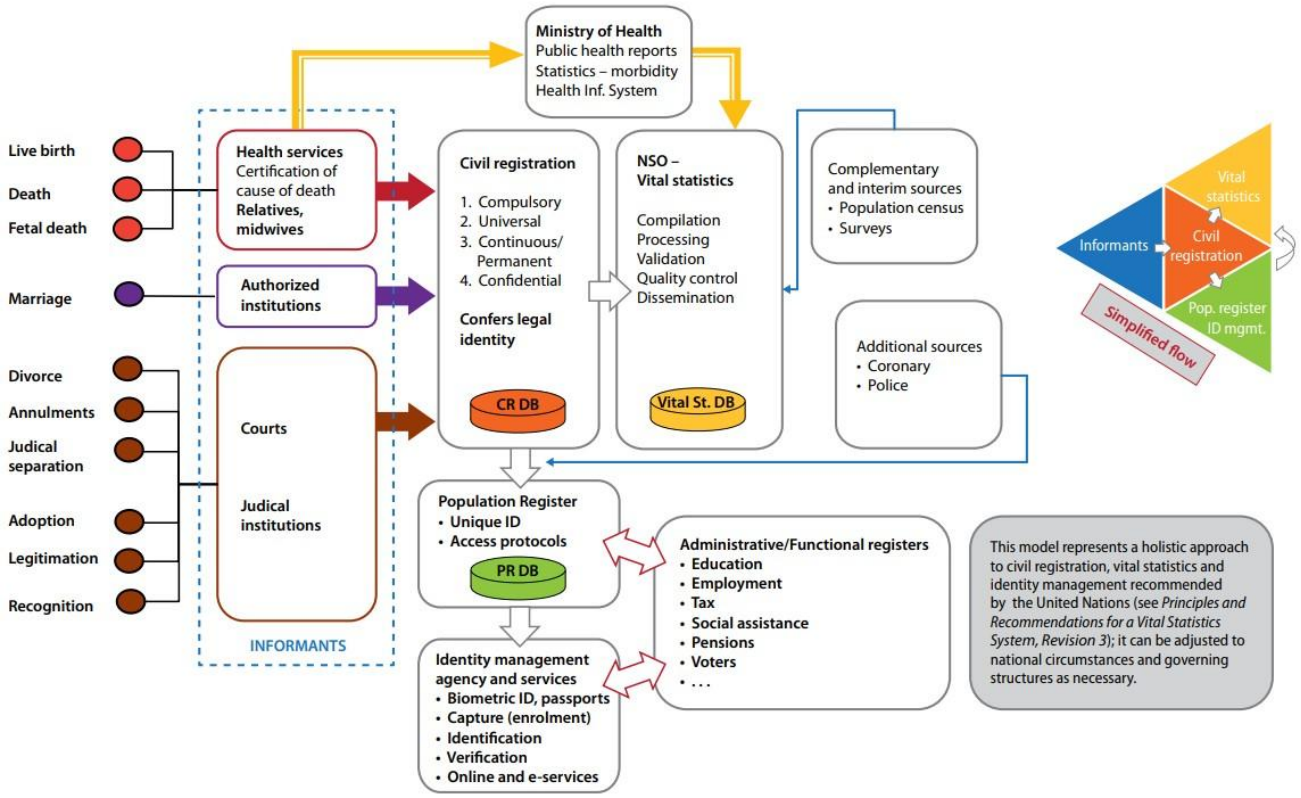
To effectively fulfil its legal, statistical and identity management functions, civil registration must be compulsory, universal, continuous and permanent. In addition, because people provide a wide variety of information to the civil registration system, including information that may be highly sensitive, the information collected and stored in the civil registration system must be kept secure and confidential. Sharing of this information, while expected, should be only by consent or in accordance with law.

The principles of continuity, permanence and universality should also apply to national identity registration. The principle of compulsoriness, however, need not always apply, as identity registration for purposes of a national identity card (or other credential) or entry into a population register are not compulsory in many countries. As with the civil registration system, the identity management system stores personal information that must be kept secure and confidential.

While the civil registration system provides for legal registration and certification of vital events, many systems are not designed to securely link identity information in a register with a specific person. For example, when adults present a birth certificate it is difficult to know with a high level of assurance whether the document is truly theirs without the benefit of additional information. The addition of some form of biometric information, such as a facial image, fingerprints, or other information unique to the identity holder, when linked with civil registration information, is one way to increase the level of assurance. That identity information can be recorded on a secure medium that can then be used for identification purposes; to verify that the person claiming a certain identity is indeed that person. An increasing number of countries that update the population register in real-time with birth registrations are appending the national identity number from the population register to the birth registration record. This securely links the identity information in the birth register to the newborn.

Most civil registration, vital statistics and identification systems have numerous stakeholders, with information collected in, stored across, and transferred between multiple registries maintained by different agencies. The efficient functioning of each system depends on the effective cooperation of these stakeholder agencies to ensure the registries are interoperable, in the sense that they can communicate with one another and exchange information systematically. This holistic approach to civil registration, vital statistics and identity management systems is shown in **Figure 1**.

**Figure 1 Civil registration, vital statistics and identity management systems**




**Key**: CR DB – Civil registration database; Vital St. DB – Vital statistics database; PR DB – Population register database
**Source**: United Nations Statistics Division. Guidelines on the legislative framework for civil registration, vital statistics and identity management systems. New York: UNSD, Department of Economic and Social Affairs, Statistics Division; 2023 (https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Handbooks/crvs/CRVS_GOLF_Final-E.pdf).

## Strengthening civil registration for the purpose of identity management

Managing identity systems is critically important for efficient and inclusive public and private sector service delivery, and can facilitate the exercise of social, economic, and political rights. The identity management system needs to perform several critical roles. For recipients of services, the system needs to enable them to accurately prove who they are and confirm their unique identity (e.g., through a unique identification number and/or biometrics). For service providers, the identity management system must have up-to-date information about the population and enable service providers to authenticate the unique identities of their clients.

While such an identity management system has the potential to increase the efficiency of the delivery of government and private sector services, it is important for governments to ensure that a lack of identity credentials does not become a barrier to accessing rights-based services – especially for populations and groups in vulnerable situations and those at risk of marginalization, who disproportionally experience legal, financial, and cultural barriers in obtaining identification. It is for these reasons, and others, that systems managing identities must be designed to ensure data privacy, and measures must be in-place to prevent misuse, while ensuring everyone is counted.

In-line with the guidance from the United Nations Legal Identity Agenda (UN LIA), the civil registration system should link to the population register for the purpose of legal identity management. Such

interconnectivity will support the continuous in-flow (based on legal identities established at birth registration) and out-flow (based on death registration) of identities to the population register and for the purpose of legal identity management. This interconnectivity will reinforce the complementarity between the different functions of the systems.

In addition, the specific added value of anchoring identification systems to civil registration systems for the in- and out-flow of identities includes:

- Only the civil registration system is tasked with the permanent and continuous legal recording of all vital events, thereby enabling a constant flow of up-to-date information about births, deaths, and other vital events to update the identification system and contribute to its inclusivity and sustainability.
- By collecting data (e.g., date of birth) close to the source, from trusted agents (e.g., health staff), and shortly after the occurrence of the vital event, the civil registration system is uniquely positioned to provide accurate and verified information to the identification system.
- Data on deaths from the civil registration system can enhance trust in the identification system by enabling the timely retirement of identities, preventing fraudulent use of those belonging to deceased individuals.
- By applying approaches such as the "once-only principle",[1] civil registration can improve the efficiency of the identification system and avoid duplicative efforts. The once-only principle reduces the administrative burden on clients, particularly women and marginalized individuals, who often bear the brunt of bureaucratic inefficiencies, especially in contexts where travel or literacy is a barrier.
- Cost savings, as it reduces the need for new data systems as well as administrative costs by minimizing repeated data collection, verification, and enrolment procedures. Cost savings also result from streamlined service delivery, as public service agencies can use the integrated data, reducing the time and effort spent on verifying eligibility.

[1] The once-only principle (OOP) ensures that individuals and businesses provide data to public administration only once, while public bodies exchange this data when requested and in compliance with the relevant regulations. See: https://ec.europa.eu/isa2/isa2conf18/once-only-principle-project-toop_en/

# Understanding the Framework

## Intended audience

The Framework is intended to be used by staff working in civil registration, vital statistics and identity management – including government ministries, departments and agencies, and development partners and other stakeholders involved in CRVS/ID system implementation. This should include senior CRVS management and technical staff responsible for CRVS system implementation, performance, and improvement. The Framework should also be used by managers of identification systems, to help design interconnected business processes and ensure the "ID readiness" of CRVS systems.

While the institutions responsible for civil registration, vital statistics and identity management vary, in many countries, this generally includes the Ministry of Home Affairs, Ministry of Interior, Ministry of Justice, Agency for Identification, Ministry of Health, Ministry of Planning, National Statistics Office, and, in some cases, the Ministry of Local Government.

**Ensuring gender responsiveness**

Ministries or departments responsible for gender equality, women's empowerment, and/or social protection should be engaged in the CRVS improvement process to ensure that policies and practices promote equitable access and do not unintentionally reinforce gender disparities. In addition, users of the Framework should encourage multidisciplinary collaboration that includes experts in gender data, gender-based barriers to registration, and inclusive public service design.

## Conceptual framework

The CRVS Systems Improvement Framework introduces a process-centric and results-oriented approach to improve the performance of the civil registration and vital statistics system, and its connection with the national identification system. The Framework is based on six core principles:

1. **Country leadership and ownership**. The process is led and owned by the country, according to national priorities, which includes the government's commitment of domestic co-financing to implement the Framework and an understanding from the outset that the government will eventually take over funding of the improved system to ensure its sustainability.
2. **Well-coordinated and consultative**. The implementation process involves all key stakeholders at multiple points. The Framework recognises that identity systems in many contexts involve multiple authorities and paradigms operating simultaneously, including traditional leadership structures, religious institutions, and customary practices alongside formal government systems. Rather than treating these as competing or secondary systems, the Framework acknowledges them as legitimate components of the broader identity ecosystem that must be understood and potentially integrated where communities desire such integration.
3. **Internationally aligned**. Improvement activities are grounded in global standards, promoting dissemination of emerging best practices and principles.
4. **Proactive**. The Framework supports the transition away from passive approaches towards proactive CRVS systems. Proactive CRVS systems are those that aim to make registration automatic, accessible and inclusive – reducing the burden on individuals.

5. **Inclusive.** The Framework promotes inclusive and universal civil registration systems that ensure every individual's right to legal identity and recognition is upheld. Suggested client-centric outcomes and their accompanying key performance indicators reflect this by focusing on the experiences of all clients – including groups at risk of marginalization and individuals in vulnerable situations.
6. **Interoperable.** The Framework encourages interoperability with key data management systems, including population registers, and health information and identification systems. For countries without formal identification systems, this interoperability should extend to *de facto* national identity management systems, such as social security databases.

**Ensuring inclusivity**

To ensure gender equity in CRVS system-strengthening efforts, gender considerations must be integrated into assessment, analysis, redesign, and performance monitoring. This includes disaggregating data, identifying gender-based barriers, and ensuring inclusive stakeholder engagement and design.

Beyond gender, when assessing business processes and performance, analyze how existing CRVS workflows may impact women, girls, gender-diverse populations, and other populations at risk of being left behind differently (e.g., through barriers to birth, marriage, or death registration for single mothers, survivors of gender-based violence, transgender individuals, indigenous populations, people with disabilities, or refugees, among others).

Use disaggregated data and analysis frameworks to identify performance gaps and root causes that disproportionately affect marginalized and vulnerable groups. Support this approach by developing key performance indicators that monitor gender equity outcomes, such as:

- Proportion of births registered where mother is the sole informant
- Gender or ethnic disparities in access to registration certificates
- Timeliness of registration disaggregated by various characteristics of the registrant/subject.

Ensure the data needed for these indicators are being collected and can be disaggregated by sex and other relevant variables.

## Process-centric

**The Framework is intended to help stakeholders assess, analyze, and redesign existing business processes to improve CRVS system performance and enable interoperability with other core systems. A holistic focus on processes ensures that all stakeholders involved in implementation are engaged in the process improvement effort. This is referred to as a process-centric approach.**

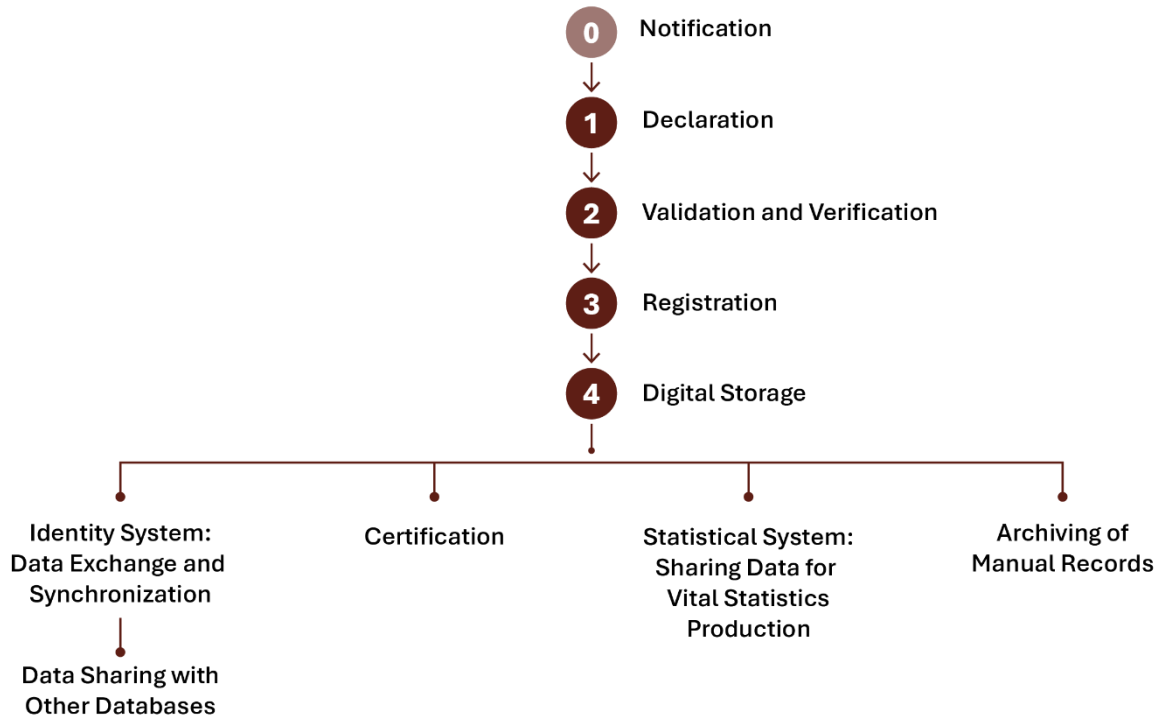
The chain of events, activities and decisions across CRVS systems represent the system's business processes. A business process is defined as:

> *the set of activities and tasks that logically group together to accomplish a goal or produce something of value for the benefit of the organisation, stakeholder or customer (6).*

Examples of business processes in CRVS and identification systems include the notification, declaration, verification, registration and certification of vital events, the flow of registration data into the vital statistics system for production of vital statistics, and flow of data between civil registration

and identification systems for the creation, maintenance and retirement of legal identities (see **Figure 2**). These steps are often represented as sub-processes within the overall process. The timely registration and certification process for a birth event, for example, includes a chain of events, several activities, various decisions, and multiple actors – all leading to the output of the birth being registered and a certificate being issued. Improving CRVS systems, therefore, requires not only redesigning the overall process but also streamlining these sub-processes to ensure timely and high-quality registration.

**Figure 2 Key steps and flow of the civil registration of births and deaths**



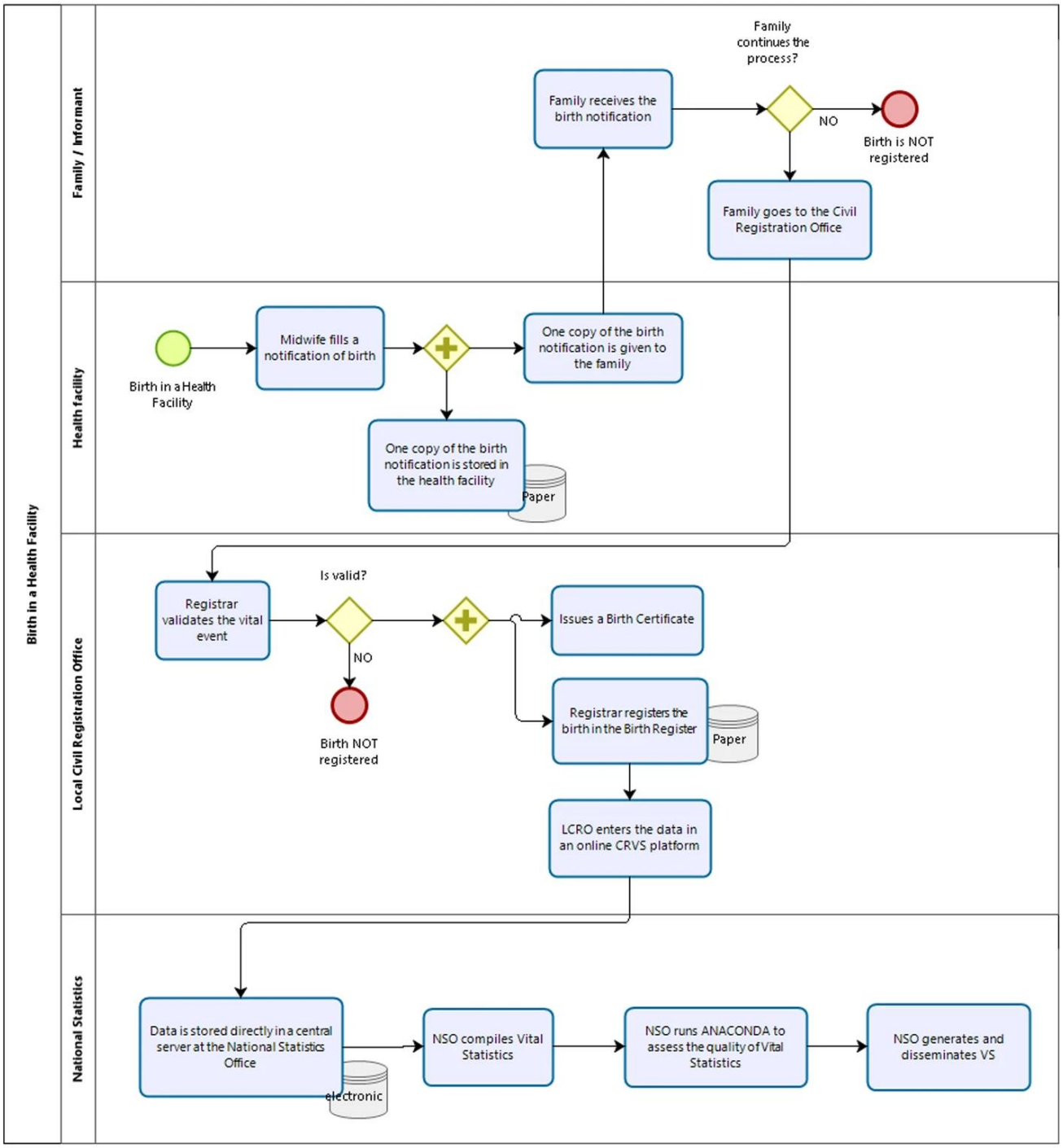

**Source**: "Overall process of civil registration". eLearning course on civil registration and vital statistics (CRVS) systems. World Bank Group Open Learning Campus; 2025 (https://www.worldbank.org/en/olc/course/34651).

The performance of any business or organization (such as a civil registration office) depends on how well its business processes are designed and executed (7). The approach of assessing, analysing, and redesigning business processes to accomplish significant performance improvement is known as business process improvement (BPI). One of the objectives of BPI for CRVS systems is to develop business processes that are more proactive, thereby helping to ensure all events are registered in a timely manner, certificates are promptly issued, data are available for exchange with other systems, and vital statistics are compiled to inform policy and decision-making.

A key aspect of any BPI activity is business process mapping (BPM). Process mapping provides a visualisation of the activities and flow of data from start (occurrence of a vital event) to finish (registration and certification of the event, publication of vital statistics, creation of legal identity, etc.) whilst identifying process gaps and bottlenecks, allowing stakeholders to work collaboratively to find solutions and target interventions – the next step in effective process management (6). Stakeholders can start by developing "as-is" business process maps, showing current operations in the system, followed by "as-desired" maps to achieve a shared vision and goal for improvement. As process maps

show how data flows from start to finish, they can identify points in the process where data are lost or not being shared with the appropriate stakeholders (see **Figure 3**).

**Figure 3. Simplified as-is business process map for the registration and certification of a birth occurring in a health facility, Rwanda, 2016**




**Source**: Cobos Muñoz D, de Savigny D, Sorchik R, et al. Better data for better outcomes: the importance of process mapping and management in CRVS systems. BMC Med 2020: 18( 67) (https://doi.org/10.1186/s12916-020-01522-z).

**Additional resources**

Annex 1. Example as-is process map for the registration and certification of a birth occurring at home (levels 1–3)

ISO/IEC 19510:2013 Information technology – object management group business process model and notation. This standard creates a standardized bridge for the gap between the business process design and process implementation. It represents the amalgamation of best practices within the business modelling community to define the notation and semantics of business process diagrams.

**Ensuring gender responsiveness**

Gender-responsive BPI identifies where current processes contribute to gender disparities in registration and work to eliminate those barriers – for example, by training staff on gender sensitivity, ensuring services are accessible to women and gender-diverse individuals, and collecting sex- and gender-disaggregated data at each stage of the process.

Gender analysis should be integrated into both "as-is" and "as-desired" process maps to identify where women and marginalized gender groups may be disproportionately affected by process gaps – such as lack of documentation, lack of outreach to mothers giving birth at home, or underreporting of maternal deaths.

## Results-oriented

**Key performance indicators (KPIs) are used to evaluate the system's status, identify bottlenecks and generate redesign ideas. Strategic outcomes are identified at the onset of improvement efforts to define the results that the improvement aims to achieve.**

The CRVS Systems Improvement Framework is results-oriented by design, ensuring that the improvement process is guided by clear and measurable outcomes. The improvement cycle begins with a comprehensive assessment and analysis of the status of the CRVS system, including its interconnectivity with the national identification system (if one exists), framed against the desired results the CRVS system should aspire to achieve during its improvement journey. This establishes a structured understanding of where the system stands and what success looks like.

Based on country experiences in implementing Version 1 of the Framework, 11 CRVS Strategic Outcomes (see **Table 1**) have been developed to help guide the system improvement journey. Countries are encouraged to adapt and prioritize outcomes based on context. For example, if a country has already achieved full interoperability between its civil registration and identification systems, it may choose to exclude Strategic Outcome 7 from its focus. Other countries may wish to add additional strategic outcomes that are not listed below.

Each outcome is measurable through a set of suggested Key Performance Indicators (KPIs) that define success and help track progress. Baseline information for each outcome should be established at the outset, along with clear targets to be achieved by the end of the improvement cycle. Performance gaps, including pain points and bottlenecks, should be identified for each KPI, and redesign ideas proposed to address them. The Strategic and Action Plan is built around this same results hierarchy, using the same set of KPIs to measure progress as part of Monitoring and Evaluation (M&E).

The Framework's long-term value lies in its use as part of an iterative and sustainable cycle of continuous CRVS system improvements. It must be recognized that implementation of the Framework is part of a continuous improvement cycle, and not just a milestone along the way.

**Table 1. The "11 CRVS System Strategic Outcomes"**

| Client-centric | Service provider-centric |
|---|---|
| 1. Increased access to inclusive, proactive civil registration services<br>2. Simplified registration processes and procedures<br>3. No direct cost for civil registration<br>4. Improved quality of civil registration services and products<br>5. Increased public awareness about the need for civil registration and knowledge of relevant procedures | 6. Effective governance and coordination mechanisms established<br>7. Connection with the population register and/or ID system established<br>8. Efficient monitoring and evaluation system established<br>9. Adequate domestic financing to ensure the sustainability of the CRVS system, and future improvements<br>10. Timely and quality vital statistics based on civil registration data are produced and disseminated<br>11. Timely and quality statistics on causes of death based on data from the civil registration system are produced and disseminated |

**Additional resources**

Annex 2. The 11 CRVS System Strategic Outcomes

**Ensuring gender responsiveness**

Countries are encouraged to adapt or add strategic outcomes that specifically address gender equality – such as reducing gender disparities in registration rates, improving women's access to registration services, or enhancing gender data quality in vital statistics. Where possible, KPIs should include gender-sensitive indicators – for example, tracking registration completeness and time-to-registration by sex (and gender, where collected), or identifying whether women and men have equal awareness of, and access to, CRVS services.

In the early visioning phase, embed commitments to sex-disaggregated data collection and analysis and to capturing gender-relevant indicators (e.g., marital status, parental information, and cause of death data linked to maternal mortality and gender-based-violence-related deaths, where applicable).

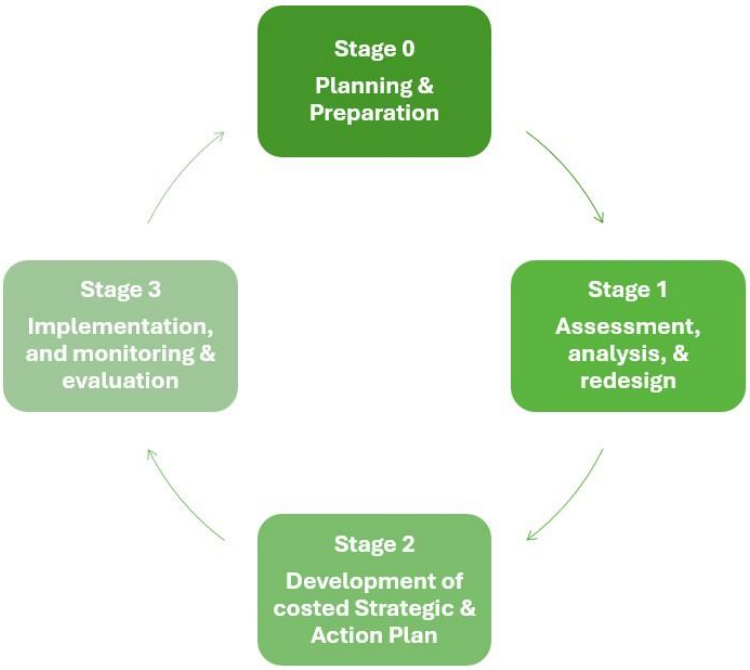
M&E systems should integrate gender analysis and ensure that sex-disaggregated results are routinely collected, reported, and used to inform decision-making. Stakeholders should be trained to interpret and act on gender-related findings.

## Stages

The Framework is made up of a planning preparation stage and three main implementation stages (see **Figure 4**), each with their own set of objectives, activities, and expected outputs:

- **Stage 0: Planning and preparation.** Ensures the preconditions for success are in place before implementing the Framework. Nine core activities are proposed, which range from establishing a core team to lead implementation, through to developing the implementation roadmap and planning for resource mobilization. At the end of this stage, the core team should have all the requisite knowledge and resources to successfully implement the Framework.
- **Stage 1: Assessment, analysis, and redesign.** Identifies issues affecting the performance of business processes and the root causes of these issues and recommends redesign ideas. A key output of this stage is the Assessment, Analysis and Redesign (AAR) Report, which includes process descriptions and maps, and the vision and goals for the CRVS system.
- **Stage 2: Development of the costed Strategic and Action Plan.** Develops practical strategies and an action plan to improve the CRVS system and ensure interconnectedness with the identification system, based on findings from the AAR Report. At the end of this stage, the country team should have produced a costed national CRVS Strategic and Action Plan.
- **Stage 3: Implementation, and monitoring and evaluation.** Refers to activities as part of implementing the strategic and action plan, including change management. During this stage, process improvements will begin, organizational capabilities will be enhanced, and the enabling environment will be strengthened. The development and operationalization of a Monitoring and Evaluation (M&E) Plan is an expected output.

**Figure 4 The CRVS Systems Improvement Framework's four stages**




The stages are interconnected and iterative. For example, the findings and recommendations from Stage 1 will form the basis for the development of the strategic and action plan. Subsequently, the plan will require implementation (Stage 2), and a results framework should be established to measure

progress through a monitoring and evaluation framework. Key performance indicators developed and measured in Stage 1 should be used across the other stages of the Framework for continuous monitoring and for evaluation as part of Stage 3.

**Additional resources**

Annex 3. Objectives, main activities and deliverables: Stages 0–3

## Applying the Framework

The Framework can be customized to meet each country's needs and applied differently each time it is used. For example, it may be that only the business process for births occurring in health facilities needs to be redesigned to allow for the use of a new health information management system. Conversely, if the country is in the process of implementing a national identification system, it is likely that all business processes in the CRVS system will need to be assessed and redesigned to ensure interoperability and the establishment of identities upon birth registration and retirement of identities upon death registration.

The Framework can be used to validate improvement processes that have already been included in an existing CRVS strategic and action plan and make modifications where required. There may be several other interventions underway or in the early stages of planning at the time when the government decides to implement the Framework. However, three of the most important interventions that have a bearing on CRVS business processes include those related to:

1. Reviewing and revising (or developing) the legislative framework for the CRVS system. This presents an opportunity to identify and remove discriminatory laws (for example, laws that restrict unmarried mothers or women from registering births independently, or laws that effectively make registration impossible for undocumented migrants).
2. Implementing (or significantly changing) the level of digitalization within the CRVS system. Digital divides must be considered, including if women and girls, and marginalized communities have access to and control over digital tools and platforms.
3. Implementing (or significantly changing) a national identity management system. The design of identity systems should ensure universal access, especially for groups at risk of marginalization or those in situations of vulnerability, who may lack foundational identity documents due to social or legal constraints or face other barriers in establishing their identity.

These considerations, along with resource mobilization efforts and levels of domestic co-financing, will drive the scale and scope of process improvement and enhancement of the enabling environment and organizational capabilities for implementation of the new process. The approaches shown in **Table 2** are recommended for applying the Framework, depending on the country's status of implementing CRVS improvements and establishing connections to identification systems. As the Framework adds value to all stages of the CRVS system improvement cycle, its application is expected to be an ongoing effort.

**Table 2 Guidance on applying the Framework**

| Country status | Guidance |
|---|---|
| Countries that have not undertaken any recent CRVS assessments, or who have implemented significant changes since the last assessment | **Full application**<br><br>Stages 0–2 of the Framework will provide full scope of the analysis, assessment, and redesign to develop a strategic and action plan for CRVS system improvement. Stage 3 will provide further guidance on implementing the activities including measurement of progress made. |
| Countries that are yet to implement (or are in the very early planning stage of) major CRVS interventions, including those related to the legal framework, digitization, and/or identity management | **Full application**<br><br>Stages 0–2 of the Framework will provide full scope of the analysis, assessment, and redesign to develop a strategic and action plan for CRVS system improvement, including any critical changes to the legal framework, impact of digitization on business processes, and interoperability with the identification system. Stage 3 will provide further guidance on implementing the activities including measurement of progress made. |
| Countries that have recently completed an assessment of their CRVS system | **Limited application**<br><br>Findings from the assessment can be used to inform the process-centric assessment of CRVS business processes in the Framework. |
| Countries that are in the final stages of implementing major CRVS interventions, including those related to the legal framework, digitization, and/or national identity management<br><br>OR<br><br>Countries that wish to focus on one set of business processes for improvement | **Limited application**<br><br>Applying Stage 1 to selected business processes will help countries identify measures to optimize those processes and improve their performance. When optimizing selected business processes of the overall system, countries should consider implications for other processes. As the selected processes get implemented, Stage 3 will provide further guidance on implementation and to monitor and evaluate performance. |
| Countries that have an active strategic and action plan | **Varied application**<br><br>Countries can apply any of the stages, depending on the current state of the country's improvement efforts. For example:<br><br>• A country that is at the midpoint of the implementation could apply all stages of the Framework and revise the strategic and action plan as needed. If a mid-term assessment is planned, the Framework could be incorporated as part of the assessment.<br>• Countries in the late or final stages of implementing the national CRVS strategic and action plan could implement all stages of the Framework to plan for future improvement activities. Learnings from implementing the strategic and action plan will be valuable inputs to Stage 2 of the Framework.<br>• Countries looking to evaluate the progress of implementing their strategic plan could apply core concepts and good-practice principles of monitoring and evaluation, as outlined in Stage 3. |

# References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# Annexes

- Annex 1. Example as-is process map for the registration and certification of a birth occurring at home (levels 1–3)
- Annex 2. The 11 CRVS System Strategic Outcomes
- Annex 3. Objectives, main activities and deliverables: Stages 0–3


Vital
Strategies


ESCAP
Economic and Social Commission
for Asia and the Pacific


ECA


World Health
Organization


WORLD BANK GROUP


DPI


IOM
UN MIGRATION


Pacific
Community
Communauté
du Pacifique


UNDP


Swiss TPH
Swiss Tropical and Public Health Institute


Bloomberg
Philanthropies
DATA FOR
HEALTH INITIATIVE


GENDER
EQUITY UNIT

# CRVS Systems Improvement Framework

## Stage 0:

## Planning and Preparation

**NOVEMBER 2025 (VERSION 2.0)**

# Contents

# Stage 0. Planning for CRVS systems improvement

## Stage 0 – Introduction and overview

**This stage outlines the preconditions for success when implementing the CRVS Systems Improvement Framework. It outlines nine main activities that should be completed prior to beginning Stage 1.**

Note that many of these activities may not happen in the order presented below, some may occur simultaneously, while others may occur more than once. For example, it may be that advocacy is required *before* a decision is made on who will implement the Framework, to get partner buy-in. Alternatively, the implementation team may change *after* initial advocacy is carried out, once partners learn about the Framework and wish to be involved. If the national CRVS committee hasn't been active for several years, a small group of CRVS champions may need to conduct initial stakeholder mapping, to ensure all relevant partners are represented in the committee. Advocacy and communication, while listed here as a single activity, are likely to occur multiple times during the system improvement process.

Overall, what is most important is that all the activities are completed before moving to Stage 1, rather than strictly adhering to the order as outlined below.

## 1. Establish (or revive) a national CRVS committee

**Ideally, this should be done first. Depending on the country context, there may be a need to conduct advocacy and raise awareness among key stakeholders as part of this activity – especially if there isn't an existing committee, or if the current committee has been non-functional for a few years.**

As a first step, a national coordination committee for the CRVS system should be established or revived. The committee should include representatives from the three major agencies involved in CRVS: the ministry in charge of the registration of vital events (for example, justice or interior), the ministry of health, and the national statistics office, along with other key partners, including, for example, the ministry or agency in charge of national identity management (if separate from civil registration), the office of the prime minister or president, and other relevant line ministries. Where possible, the committee should include representatives from the ministry of finance (and/or economy), as domestic co-financing, resource mobilization, financial sustainability, and eventual government ownership must be part of the planning and implementation processes.

The national coordination committee should be chaired by a high-level official – this is important to ensure that decisions made by the committee are enforceable. The committee should lead and coordinate all national CRVS improvement efforts. It should be a permanent part of the CRVS system (i.e., not just for applying the Framework) and provide continuous leadership, guidance and oversight in improving the CRVS system in general and implementing the activities of the Strategic and Action Plan.

The main functions of the committee are to coordinate the planning and improvement process, ensure full participation of key stakeholders, foster advocacy and high-level visibility, and generate political commitment and resources. In support of its functions, the committee should bring together, as

needed, technical experts, academic institutions, development agencies, nongovernment organizations, funding bodies, and foundations involved in different aspects of CRVS and identity management.

Each committee should have terms of reference that clearly outline tasks, membership, roles and responsibilities of the members, and meeting schedules.

**Additional resources:**

Annex 4. Sample terms of reference for the national CRVS committee (template)

Guidelines on the drafting of memorandums of understanding for better coordination among national stakeholders of civil registration and vital statistics systems at the country level

Information note: National multi-sectoral CRVS coordination mechanisms

Guidance for civil registration and vital statistics governance mechanisms

## 1.1 Technical working group (TWG)

Depending on the country context, a technical working group may also need to be established (or revived). Working groups are generally made up of technical staff who can act as representatives from key stakeholder institutions — civil registration, vital statistics, identity management, health, finance, information technology, etc., — as well as civil society organizations and potentially relevant development partners. Organizations that represent or have a mandate to cater for the interests of gender diverse communities, people with disabilities, and groups at risk of marginalization or experiencing vulnerability (such as indigenous and minority language communities, where applicable), should be engaged by the working group as needed.

The working group should provide technical oversight of key activities within the CRVS system and efforts to improve it. The close involvement of local administrators and district managers as part of the working group is recommended, as they will be responsible for implementing changes to the system and will have valuable insights into what is feasible in the field and how obstacles can be overcome.

The technical working group may have another name depending on the local system. In some countries, this function may be carried out by the national committee. If the working group is separate from the national committee, it should report to the national committee on a regular basis.

**Additional resources**

Annex 5. Sample terms of reference for the technical working group (template)

**Ensuring gender responsiveness**

Ensure the national CRVS committee and technical working group are gender-balanced and include representatives from the national gender ministry/mechanism. This promotes inclusive decision-making and prioritization of gender equity in CRVS reform.

## 2. Establish a core team to implement the Framework

**The core team should be established after the national CRVS committee has been established. Committee members should nominate members for the core team and make decisions around the scope of system improvements, and as such, the scope of Stages 1–3.**

The country implementation team (referred to as the 'core team' throughout) should include experts and managers from the CRVS and identification systems. Depending on the arrangements within a country, this function may be assigned to an existing mechanism, such as the national CRVS committee and/or technical working group, if that mechanism can carry out the function.

Core team members should represent stakeholders that are directly responsible for running various components of the CRVS system, as well as those whose functions, mandates, or operations require CRVS services and outputs, including the health, vital statistics and identification systems. These are likely to include mid-level statisticians from the national statistical office, officials working in the civil registration and identification systems, and analysts, technical officers and practitioners in the health sector. The involvement of the ministry responsible for Information and Communications Technology (ICT) in the core team is crucial – especially for efforts to digitalize the CRVS system. The team can also include development partners, national research and training institutions from different disciplines that are relevant to CRVS, and representatives from the country's national gender ministry/mechanism and first nations/indigenous populations, where applicable.

Continuous engagement of the core team is essential for the success of improvement efforts. Setting clear expectations up front regarding the time commitment required from core team members is vital. Ensuring that core team members are committed to the project is also important.

### 2.1 Technical assistance

Implementation of Stages 1 and 2 of the Framework requires skills and experience in CRVS system assessment (including legislative reviews), business process improvement, strategic planning, and monitoring and evaluation. As such, additional support may be required for implementation of specific parts of the Framework, generally in the form of a **CRVS Advisor** and a **CRVS Technical Officer**. The advisor can be contracted to help launch the improvement process, explain the work to be carried out, and meet with various stakeholders who will be a part of the improvement process. Ideally, the technical officer should be a local CRVS expert from within the government or someone with strong relationships across agencies, either from within government or the community. Working together, the advisor and officer should adapt the Framework's guidelines and tools to national circumstances, support capacity building in use of the tools, and help raise awareness of and advocate for improvement of the CRVS system.

If the advisor is to be contracted from outside the country or government, they should be involved in discussions from the start. Responsibilities of the advisor may also be expanded to include developing and reviewing outputs at key stages of the improvement process, including the strategic and action plan. In Stage 3 of the Framework, strategic and selective input from the senior advisor and technical officer are likely to remain valuable, though their engagement is likely to change, depending on the human resource requirements outlined in the strategic and action plan.

## 2.2 Task teams

Although the support of senior government officials, through the CRVS committee, is critical for the success of systems improvement, a dedicated team may also be established to undertake specific tasks at the time when system improvement activities are implemented.

To support implementation of the Framework, the core team may form smaller task teams as appropriate to the scope and scale of the process review. Team members should be drawn from various key stakeholder institutions. Task team members should have firsthand information about how the CRVS and identification systems function in practice at the national, provincial, and local levels. It would be advisable to include local registrars and other staff from the periphery. All major stakeholder institutions should be invited to participate in the task teams. They may include:

- Registration officers at various administrative levels.
- Health information officers and clinical staff responsible for capturing birth and death data.
- National identity management officers at various administrative levels.
- Producers and users of vital statistics (including causes of death).
- Ministry of Finance officials.
- Other relevant government agencies involved in CRVS business processes (such as technology partners, etc.).
- Lawyers from the CRVS system or relevant agency or organization.
- Ministries or departments responsible for gender equality, women's empowerment, or social protection, to ensure that policies and practices promote equitable access and do not unintentionally reinforce gender disparities.
- Those whose operations could provide links for extending service points.
- Academic institutions and researchers with recognized experience in relevant areas.
- Relevant development partners.
- Donors working in this area or benefiting from CRVS.
- Non-governmental and civil society organizations working in this area.

Task teams should be organized in thematic groups dealing with specific aspects of the CRVS system. Depending on the CRVS business processes being improved, task teams could be established to focus on:

- The policy and legal framework. Noting that if a comprehensive legal review is required, this should follow the standard processes as outlined in the CRVSID Legal and Regulatory Review Toolkit (8). For countries that have recently completed a review or are in the process of finalizing one, communication between the core and legal review teams is critical to ensuring that legislative processes are commenced to reform the legal framework in line with recommendations from the review.
- Operational aspects for birth and death registration (including interoperability between civil registration, and the health and identification systems).
- Financial sustainability of the CRVS system. The CRVS Budget Sustainability Toolkit can serve as resource for this work (9).
- Vital statistics.
- Cause of death.

The core team should make an informed choice about the composition of the task teams. It is important that people with knowledge and experience in a thematic area be included. For example, a

person from a statistical agency should be included in a team that deals with vital statistics. However, this does not mean that all available staff from the statistical agency should only be included in the vital statistics team; for example, some should be included in birth and death registration groups, which may help to identify issues with the delay in transmission of statistical data or issues with data quality. Further information on how the representative from the statistical agency can meaningfully engage with the vital statistics task team is provided in the Technical Guidance for Strengthening the Vital Statistics Production Process (1).

Task teams should be formed using the means available through national processes. In most countries, it will be necessary for the national committee to contact the organizations and agencies involved in the country's CRVS system and invite them to designate representatives with specific backgrounds and professional characteristics. The nominating institution should be clear on the nature of the commitment — for example, whether the individual is required for the entire assessment, analysis, and redesign stage, and whether it is to be on an as-needed, full-time, or part-time basis. The core team will need to identify task team leaders.

**Ensuring gender responsiveness**

When forming task teams and technical groups, actively seek members with experience in gender analysis and gender-based barriers to civil registration. Include gender experts or institutions in efforts to design, monitor, and evaluate system improvements.

## 3. Conduct stakeholder analysis and prioritization

**Stakeholder analysis and their prioritization is generally not a one-off activity and should happen periodically during the improvement process. This is because stakeholders are likely to change during implementation of the Framework – new partners may show an interest, existing partners or projects may cease, and stakeholder influence and importance is likely to change, depending on the stage of the Framework. Stakeholder analysis and prioritization may also change depending on the intended advocacy or communication message – for example, advocacy for high-level buy-in from senior government would involve different stakeholders than advocacy for resource mobilization among donor partners.**

The term stakeholder is used as a general term to describe individuals, groups, or organizations that have an interest in a project, (in this case, CRVS systems improvement) who may positively or negatively affect project execution or successful project completion (10). It is important to engage with all relevant stakeholders and ensure full buy-in from them for CRVS system improvements. Different categories of CRVS system stakeholders include:

- Institutions and staff who have functional responsibility for implementing aspects of the CRVS system.
- Institutions and staff who need CRVS data to provide input to their own operations, such as the national statistics office and national identity management agency.
- Institutions and staff who are responsible for mobilizing domestic resources for CRVS system improvements.
- For- and/or not-for-profit organizations that require data, statistics or other authorized information from the CRVS system for their activities.

- Development partners, donors, and other institutions that provide technical and financial assistance for the CRVS system.
- Families and other informants who experience or report on vital events.

During CRVS system improvement efforts, any or all these stakeholders need to be considered and engaged. There are several benefits of stakeholder analysis, including ensuring inclusivity, engaging effectively, promoting understanding and alignment, anticipating issues, gaining insights, and building trust (11). Given the large number of stakeholders involved in CRVS and the broader national identity management ecosystem of a country, clarifying the attributes, interrelationships, and interfaces among and between potential supporters and opponents is critically important.

**Ensuring gender responsiveness**

Gender focal points, ministries of gender or women's affairs, and other gender equality stakeholders should be included to ensure that gender equity is embedded across system design, data use, and implementation. Depending on the country context, stakeholders may include representatives from the country's first nations/indigenous populations. In some situations, it may be appropriate to include development partners and humanitarian organizations working with refugees, asylum seekers, and persons who are internally displaced, stateless, or of undetermined nationality.

Additional resources:

Equal access for LGBTI individuals (in CRVS/ID systems)

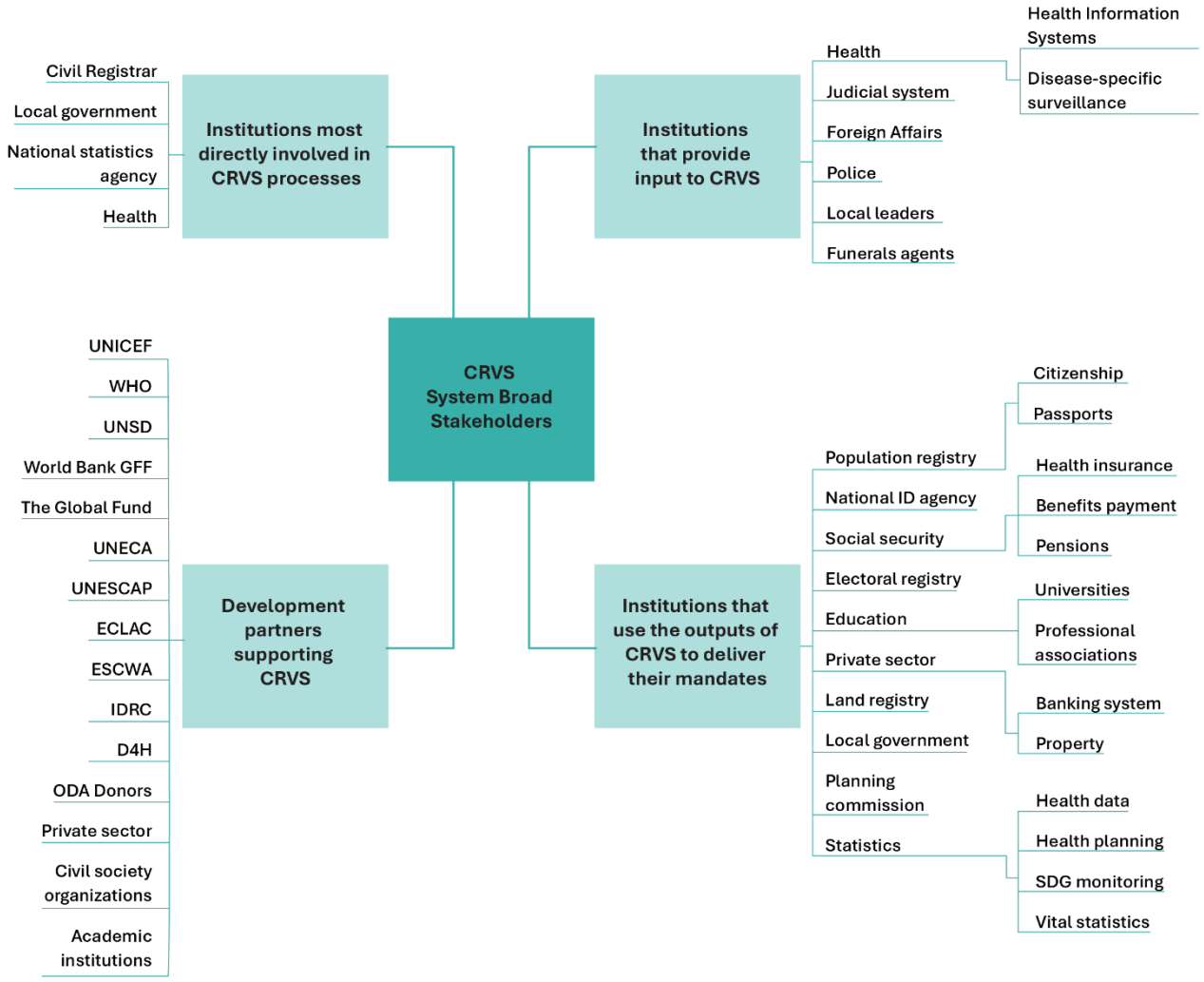
Linking national ID and CRVS system: An imperative for inclusive development

Bali Process Toolkit for Inclusive Civil Registration

Various techniques exist for conducting a stakeholder analysis: stakeholder analysis matrices, Venn diagrams of relationships, spider diagrams, mind maps, and so on (see **Figure 5**). Whichever technique is used, certain standard steps should be included in the analysis:

- Identify key stakeholders, including potential beneficiaries, system supporters and critics. To be classified as a stakeholder, the person or group must have some interest or level of influence that can impact system improvements.
- Assess stakeholder interests, expectations, likely benefits, resource contributions, etc., and how they might be impacted by the system and improvements to it.
- Assess stakeholder influence and importance in terms of power and status (political, social, economic), control over strategic resources (human and financial resources), and networking (personal connections).
- Develop a participation strategy related to stakeholder interests, importance, and influence.

**Figure 5 Example stakeholder diagram**




**Source**: Stakeholder analysis: Workshop for selected National CRVS Focal Points. Bangkok: ESCAP; 12–14 December 2017 (https://crvs.unescap.org/system/files/sites/default/files/Session%207%20Stakeholder%20analysis_ESCAP.pdf).

**Additional resources**

Annex 6. Template for collecting stakeholder information

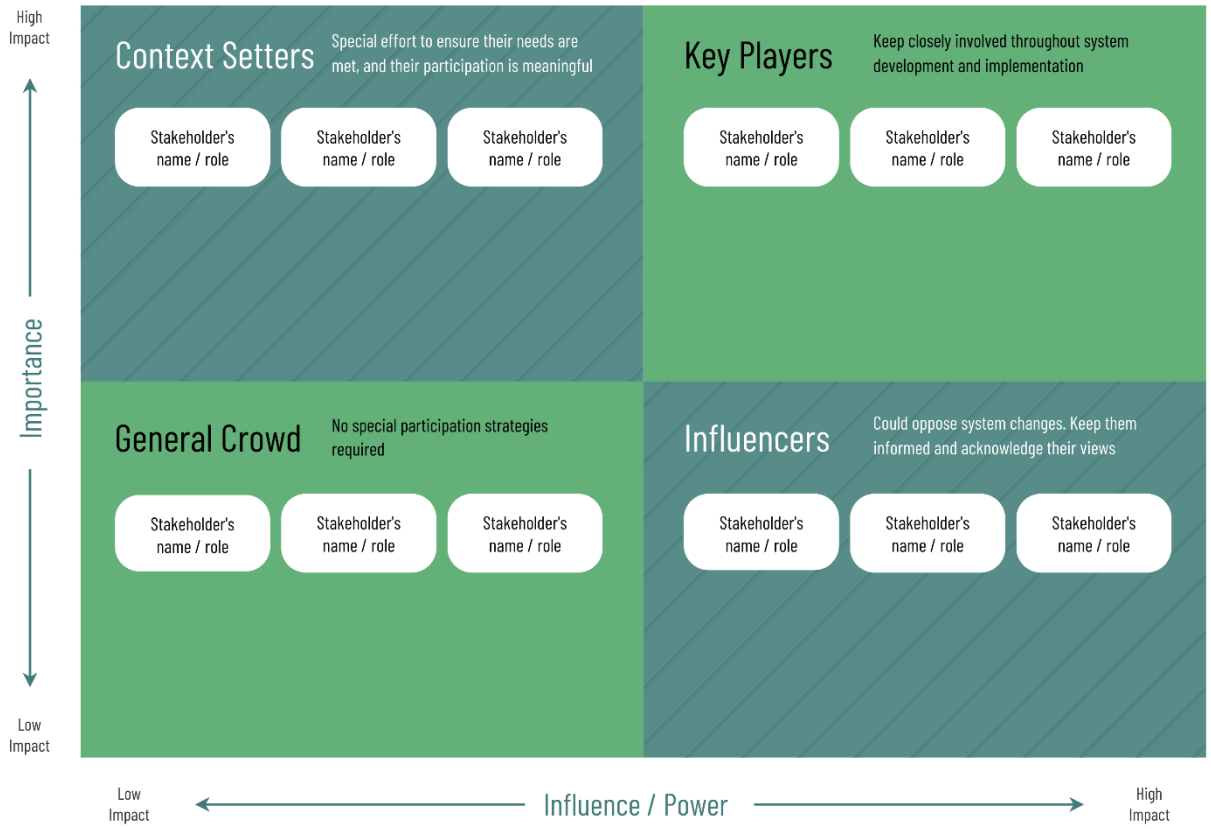
Approaches to stakeholder analysis

Stakeholder analysis assists in prioritizing stakeholder involvement. Prioritizing of stakeholders is done based on importance and influence:

- **Influence** indicates a stakeholder's relative power over and within a project. A stakeholder with high influence would control key decisions and have strong ability to facilitate implementation of tasks and cause others to act.
- **Importance** indicates the degree to which the project cannot be considered successful if needs, expectations, and issues are not addressed. This measure is often derived based on the relation of the stakeholder's need to the project's goals and purposes (10).

These two measures, influence and importance, are distinct from each other. A project may have an important financial sponsor that can shut down the project at any time for any reason, but does not participate in day-to-day operations. For efficient stakeholder engagement, the most important and most influential group should be consulted first, whereas the least important and least influential group need not be given special consideration. A diagram of these relationships can be useful to understand potential risks and highlight groups of stakeholders whose needs can be address in a common manner (see **Figure 6**).

**Figure 6 Example stakeholder analysis diagram**




**Ensuring gender responsiveness**

Conduct stakeholder mapping that explicitly includes women's groups, gender advocates, LGBTIQ+ communities, and representatives of populations at risk of marginalization or experiencing vulnerability (e.g., indigenous populations, stateless persons). Assess how CRVS improvements may differently affect these groups and prioritize their engagement.

## 4. Advocate and communicate

**Note that advocacy and communication are generally not one-off activities, but rather something that should be done continuously throughout system improvement activities. The messages may change depending on what stage in the Framework is being implemented, and as partners come and go.**

The plan for CRVS system improvements should begin with advocacy to obtain buy-in from all relevant partners and stakeholders. Civil society groups can be useful allies in drawing attention to the important human and civil rights aspects of civil registration. The core team can engage these groups to help to mobilize stakeholders around the importance of CRVS for all sectors, while the financial sustainability task team can engage with them on sustainable domestic financing to support the CRVS system over the medium- to long-term. It will be valuable to connect CRVS system improvement efforts to related ongoing government-wide activities such as, for example, the establishment of digital public infrastructure, not only for strategic alignment but also potential cost-sharing opportunities. Strategic outcomes can be used to illustrate the long-term and ultimate goals of improvement efforts to policy makers.

Stakeholder coordination is critical because it enables efficient use of resources, avoids duplication of work, and reduces unnecessary expenditure. By creating a collaborative environment, with open and transparent communication channels, stakeholders are more likely to take ownership, be engaged, and be committed to working together towards a common goal and achieve better outcomes. Informing stakeholders about implementation of the Framework is an essential step in ensuring the success of efforts and it can foster collaboration between all stakeholders. Further, it is very important to ensure that everyone understands the purpose of the Framework and the benefits it can bring to the CRVS system.

**Ensuring inclusivity**

Frame advocacy messages around gender equity, human rights, and the principle of “leaving no one behind”, emphasizing how improved CRVS systems benefit women, girls, gender-diverse populations, and other population groups at risk of being left behind – particularly in accessing legal identity, inheritance, social protection, education, and health services, among others.

## 5. Define the vision, mission and values of the CRVS system

**The vision and mission of the CRVS system should be defined before any improvement activities start – this will ensure there is high-level agreement on system improvements, and activities remain results-oriented. It may be that the national CRVS committee defines the vision for the CRVS system and shares the information back to the core team. In some instances, the core team may draft the vision and mission, and relay this back to the committee for discussion and endorsement.**

The core team should carefully review any existing vision or mission statements, along with the core values for the CRVS system. This is an essential element of any improvement effort, ensuring the alignment of improvement work with any existing strategic plan including the mission and vision of the CRVS system.

Under certain circumstances, such as the absence of a recent comprehensive CRVS assessment or strategic plan, the core team may be charged with developing a proposal for the vision and mission statements and core values to be presented to the larger group of local stakeholders.

| CRVS vision statements: |
| --- |
| • Cambodia (2023): One person, one identity.<br>• Kiribati (2016): (To have, by 2020) A CRVS system that is accessible to all, records all vital events; with honesty and integrity; to provide quality, complete, timely and accessible data; in order to establish and protect identity, support a safe, secure society; and provide data for government planning (and support good governance) – including strengthening health policy and services; for everyone.<br>• Philippines (2023): A dynamic civil registration and vital statistics system, aligned with international standards, that promotes the rights and well-being of all Filipinos.<br>• Rwanda (2017): Make every life known and count. |
| CRVS systems improvement mission statements: |
| • Nigeria (2017): An effective, accessible, and functional CRVS system that provides complete, accurate, and timely statistics of all births, deaths, stillbirths, marriages, and divorces in a holistic, comprehensive, and collaborative manner; and to maintain a robust and integrated database of vital events for effective planning, decision making, and national development.<br>• Philippines (2014): The Civil Registration and Vital Statistics System, as a network, is committed to collect, compile, process and generate quality data on vital records through an effective and efficient civil registration system to meet the needs of individuals, the nation, and global community. |
| Core values: |
| • Ethiopia (2013): Secure individual records; Customer satisfaction; Transparency and accountability; Confidentiality; Teamwork; Professionalism; Creating a healthy and convenient work atmosphere; and Gender equity and equality.<br>• Lesotho (2015): Transparency and accountability; Respect; Credibility; Integrity; Accessibility; and Timeliness.<br>• New Zealand (2023): We make it easy, we make it work; We're stronger together; We take pride in what we do.<br>• Rwanda (2017): Excellence and innovation; Collaboration and teamwork; Commitment to achieving results; Transparency and accountability; and Perceptiveness.<br>• Tanzania (2014): Integrity; Teamwork; Service excellence; Professionalism. Stakeholder collaboration; and Innovative. |

**Additional resources**

Annex 7. Developing vision and mission statements, and core values for the CRVS system

## 6. Orientation on the Framework

An orientation meeting should be held to introduce the objectives, concepts, methodology, stages, and related tools and templates to ensure the core team is familiar with the Framework. This is often facilitated by the Senior CRVS Advisor, especially if they have previous experience with the Framework. The senior advisor and the technical officer should review relevant international best practices and standards with the core team (for example, from the United Nations Principles and Recommendations and the United Nations Legal Identity Agenda).

At this meeting, team members should also present an overall picture of the country's CRVS system, including current strategic and action plans, if available. The core team should present any preparations that have been done for implementing the Framework.

**Ensuring gender responsiveness**

Ensure technical advisors are trained in gender-sensitive approaches to CRVS reform and that gender is mainstreamed in the tools, templates, terms of reference, and guidance used throughout the planning and implementation process.

## 7. Define the scope

**This activity should be done after the core team has been oriented on the Framework, and before the implementation roadmap is developed.**

The Framework is inherently flexible and can provide value to any country desiring to address gaps and challenges with the current CRVS system and its connection with other systems, including identification. Part of defining the scope includes identifying which business process or processes will be improved during implementation of the Framework. Core CRVS business processes are primary activities and are different from support business processes (such as the processes for the recruiting staff or procuring office supplies). In CRVS systems, core business processes include the timely civil registration and certification of vital events, the linkage between CRVS and identification systems, and the production of vital statistics, among others.

In case the core CRVS processes selected for improvement have not already been specified by the national CRVS committee or technical working group, the core team should identify and propose them to the technical working group and/or national CRVS committee for endorsement. The selection of the core CRVS business processes for improvement depends on local settings, stakeholder needs, current improvement activities already underway or planned, national CRVS priorities, and available domestic and external financial resources, among others.

The rationale by which any business process has been selected for improvement should be documented and communicated to ensure that all stakeholders understand what is or is not within the scope of the improvement effort. If multiple core processes are to be addressed, the tools presented in Stage 1 of the Framework should be applied to each of these processes.

**Additional resources**

Annex 8. Core CRVS business processes

Technical Guidance for Strengthening the Vital Statistics Production Process

## 8. Develop the implementation roadmap

**Note that the roadmap should be thought of as a 'living document' as it will likely change during implementation of the Framework.**

The core team should prepare a roadmap for implementing the Framework. The roadmap should cover all implementation activities, including resource mobilization (domestic and external), responsibility for implementation, outputs, and the cost of achieving them. This roadmap will ensure that there is a clear understanding of the sequence of activities and their timelines. Aligning implementation of the Framework with other country plans is critical for its success and sustainability. By aligning with these plans, the CRVS system can gain political support and funding and leverage technology to improve its effectiveness and efficiency. It can also contribute to the country's broader development agenda and help achieve national and global development goals.

The core team should present the implementation roadmap to the technical working group and/or national CRVS committee and provide time for discussion, generally carried out as part a high-level meeting. The meeting, which may include development partners and interested donors, among others, should be used as an opportunity to get feedback on the implementation plan and to mobilize resources. If they are not permanent members, it is critical to include representatives from the Ministry of Finance at this stage to ensure they are involved in discussions and agreements on domestic co-financing of CRVS system improvement, as well as the timeline and plan for eventual transition to full government ownership of the improved system. Without the participation and buy-in of Finance, it will be difficult to mobilize domestic resources.

The involvement of United Nations partners may be best coordinated with assistance of the United Nations Resident Coordinator to ensure that all local agencies, funds, and programmes, and non-UN development partners and donors, are made aware of, and have the option to participate in CRVS improvement efforts.

When this task is completed, the core team should have an endorsed roadmap for implementing the Framework and a resource matrix that outlines assigned funding sources (government and other sources).

**Additional resources**

Annex 9. Implementation roadmap template

# 9. Plan for resource mobilization

**This activity should be led by the financial sustainability task team and completed after the implementation roadmap is developed and before moving to Stage 1.**

Improving the CRVS system and building its connections to other relevant systems has both short- and long-term resource implications. Before embarking on CRVS system improvement efforts, all relevant stakeholders must commit to providing financial and human resources to (i) undertake the improvement process and (ii) implement the recommendations.

From the outset, CRVS improvement activities that are financed by external partners should include plans to transition to government co-financing and eventual government ownership. This requires the early involvement of officials from the Ministry of Finance and developing a timeline, and ideally, institutional arrangements to ensure that as external funding decreases, government funding increases. Including CRVS system strengthening in the country's overall national development plan is also recommended (if it is not yet included), as it underpins the government's commitment to domestic investment and full ownership in the medium- to long-term.

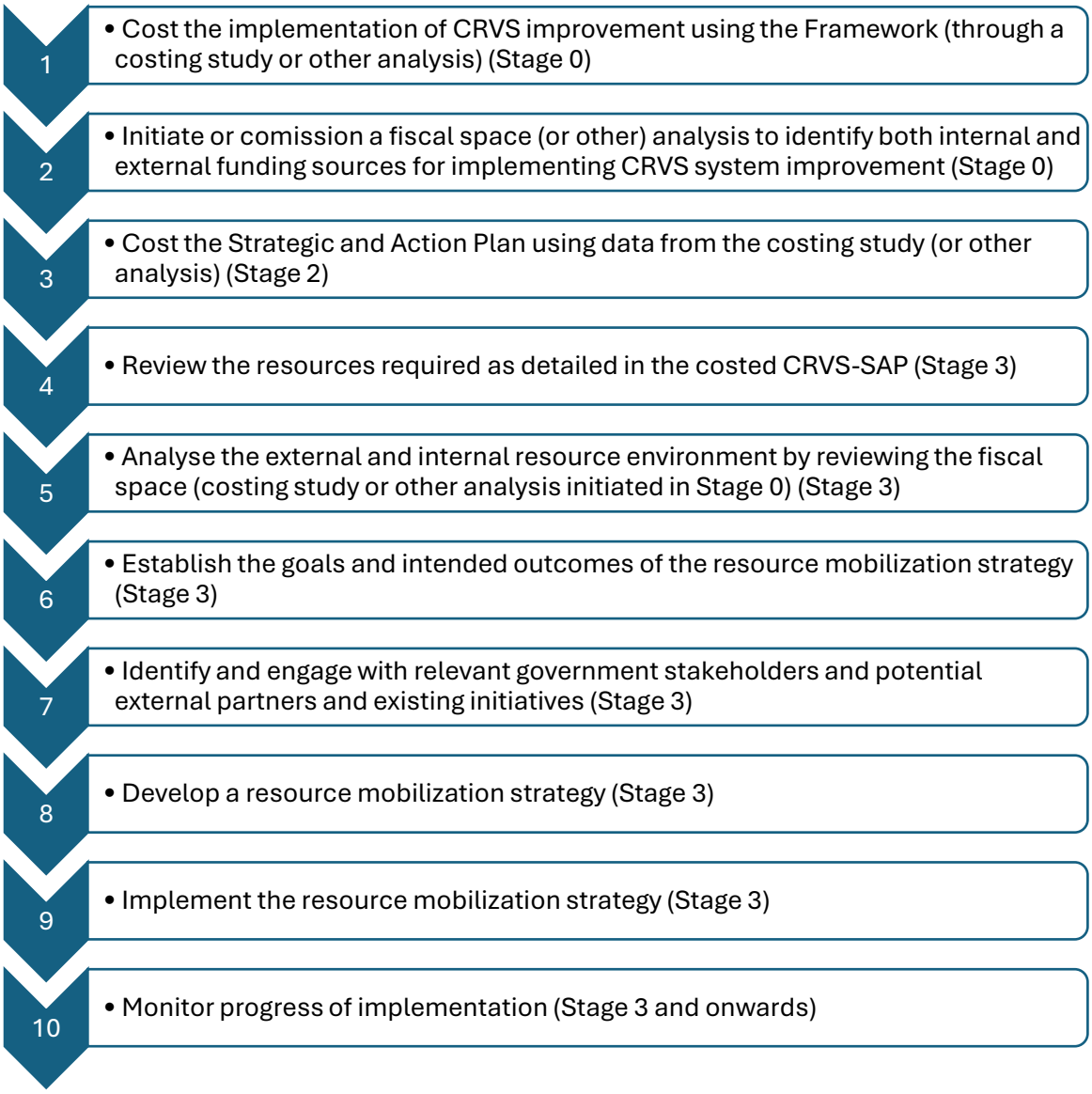
Mobilizing domestic resources for CRVS is more complex than for other sectors due to the cross-sectoral and multi-level nature of its budget streams. At the same time, this complexity provides more opportunities for resource mobilization:

- from multiple ministries, departments or agencies – including those directly involved in CRVS processes (in particular the healthcare system), as well as those that provide inputs to CRVS and use the outputs of CRVS to deliver their mandates, and
- from both national and sub-national governments. Because the functions of the civil registration system are operationalized at the sub-national level, often at the lowest level of civil governance, opportunities should be explored for local governments to include allocations for CRVS system operations in their budget lines.

In many countries, decentralization and devolution processes have empowered local governments to raise revenue and allocate the funds to local priorities. In many decentralized countries, local governments also receive grants from the national government, over which they have some say in how the funds are allocated.

**Figure 7** below outlines the steps in developing a resource mobilization strategy for implementing the CRVS Systems Improvement Framework.

**Figure 7 Steps in developing a resource mobilization strategy**




To produce a costed CRVS Strategic and Action Plan (CRVS-SAP) and a resource mobilization strategy in Stages 2 and 3 of the Framework, respectively, the financial sustainability task team should at this point initiate or commission two types of analyses: one that estimates the total cost of the CRVS system improvement process based on the implementation roadmap, and the other that provides information on the range of funding sources for CRVS system strengthening.

Cost estimates can be made through several types of analyses, each of which also provides additional information to support government decision-making on increased investment in CRVS:

1) **Costing study**: estimates the total financial resources required to improve a country's CRVS system based on the government's system strengthening priorities. It could focus on whole system improvements (e.g., digitalization) or on specific system areas or processes prioritized by the government, and it can also include a cost-benefit analysis.

2) **Funding gap analysis:** estimates the total cost of implementing CRVS system improvements and compares that with the available or committed financial resources to identify the shortfall that must be filled to finance system improvements.

3) **Return-on-investment (ROI) study**: assesses the economic value of the investment in CRVS system improvement compared to its cost to determine whether the investment is financially viable. It quantifies the expected results of the investment in monetary terms and looks at the total estimated costs of a project, the measurable returns from the investment (savings, increased efficiency, productivity, and/or revenue), and the period over which the costs and benefits are measured.
4) **A fiscal space analysis:** which frequently involves costing, identifies how much additional funding could be mobilized and from which sources for investment in CRVS system improvement. This analysis helps demonstrate the long-term economic and social benefits of investing in CRVS system improvements, weighs options for funding (tax policies, external support, etc.), and quantifies the budget trade-offs involved. It will generate the data needed to develop a resource mobilization strategy and enable decision-makers to prioritize investments, allocate resources efficiently, and plan for system improvements without disrupting national finances.

Developed in the language of finance ministries and contextualized within national and subnational budget processes, these analyses provide an authoritative basis for budget requests. Public policy research institutions or individual experts with relevant experience can undertake these studies, which can shift the focus from reliance on external funding to domestic sustainability. The results of these analyses will inform the costed CRVS-SAP in Stage 2 and a resource mobilization strategy in Stage 3. The latter strategy can include both domestic and external sources of funding. For sustainability purposes, however, any external resources mobilized should be prioritized for capital costs like infrastructure investment as opposed to recurring operational costs, which should be funded by government.

For detailed step-by-step guidance on mobilizing domestic resources for CRVS, the financial sustainability task team (and core team) can refer to the CRVS Budget Sustainability Toolkit (9). It is a practical guide for government officials responsible for CRVS, which includes guidance on how to build political support for increased domestic investment in CRVS, mobilize the necessary resources, and then forecast, track and manage CRVS budget allocations for enhanced accountability and sustainability. Advocacy tools, templates, country examples and other resources are also provided to support implementation of the process.

In addition to the funds required for the implementation of CRVS system improvements, implementation of the Framework often leads to other expenses that need to be taken into account, including:

- desk research, field visits, and workshops for assessment, analysis, and redesign activities,
- meetings or other activities to develop strategic and action plans,
- consumables and workshop materials,
- dissemination workshops, and
- costs of domestic or international consultants.

# Stage 0 – Summary

At the end of this stage, the government should have made a commitment to strengthen the CRVS system by improving selected business processes and, as applicable, developing or updating the strategic and action plan. A national CRVS committee should have been established to provide oversight and guidance, and the vision, mission and core values for the system defined.

The core team responsible for implementing the Framework has been identified, including any external consultants, and each member of the team has been oriented on the Framework in detail. The scope of improvement efforts has been clearly identified, taking into account aspects such as previous CRVS assessments and strategic plans, the status of major improvement activities and agreed CRVS strategic outcomes.

A draft roadmap of activities has been created, and analyses have been commissioned to estimate the cost of implementing the Framework and identify sources of available domestic resources, in preparation for developing a costed CRVS-SAP and resource mobilization strategy in later stages of the Framework.

**Before moving to Stage 1 – consider:**

1. Is the national CRVS committee established and functional?
2. Have the vision and mission statements, and core values for the CRVS system been defined?
3. Has a core team for implementation been established?
4. Have discussions on domestic co-financing for implementation of the Framework and a timeline and plans for eventual transition to government ownership taken place?
5. Has stakeholder mapping been completed?
6. Have core staff (CRVS advisor and/or technical officer) been engaged, as required?
7. Has the core team been oriented on each stage/step of the CRVS Systems Improvement Framework?
8. Has the scope of improvement efforts been clearly defined?
9. Has the core team been oriented on business process mapping (BPM)?
10. Has the core team, technical working group, and/or national CRVS committee advocated and communicated with stakeholders?
11. Has a costing study (or similar) and fiscal space (or other) analysis been initiated to inform the costed CRVS-SAP and support domestic and external resource mobilization for funding sustainability?
12. Has the implementation roadmap been endorsed by the appropriate CRVS coordination mechanism(s)?

**Additional resources**

Annex 10. Planning checklist

# References


8. **CRVSID Legal and Regulatory Review Toolkit**. New York: Vital Strategies and Global Health Advocacy Incubator; 2018 (https://www.advocacyincubator.org/program-areas/health-systems-strengthening/data-for-health/legal-and-regulatory-review-toolkit-for-crvsid).
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# Annexes

- Annex 4. Sample terms of reference for the national CRVS committee (template)
- Annex 5. Sample terms of reference for the technical working group (template)
- Annex 6. Template for collecting stakeholder information
- Annex 7. Developing vision and mission statements, and core values for the CRVS system
- Annex 8. Core CRVS business processes
- Annex 9. Implementation roadmap template
- Annex 10. Planning checklist


Vital
Strategies


ESCAP
Economic and Social Commission
for Asia and the Pacific


ECA


World Health
Organization


WORLD BANK GROUP


DPI


IOM
UN MIGRATION


Pacific
Community
Communauté
du Pacifique


UNDP


Swiss TPH
Swiss Tropical and Public Health Institute

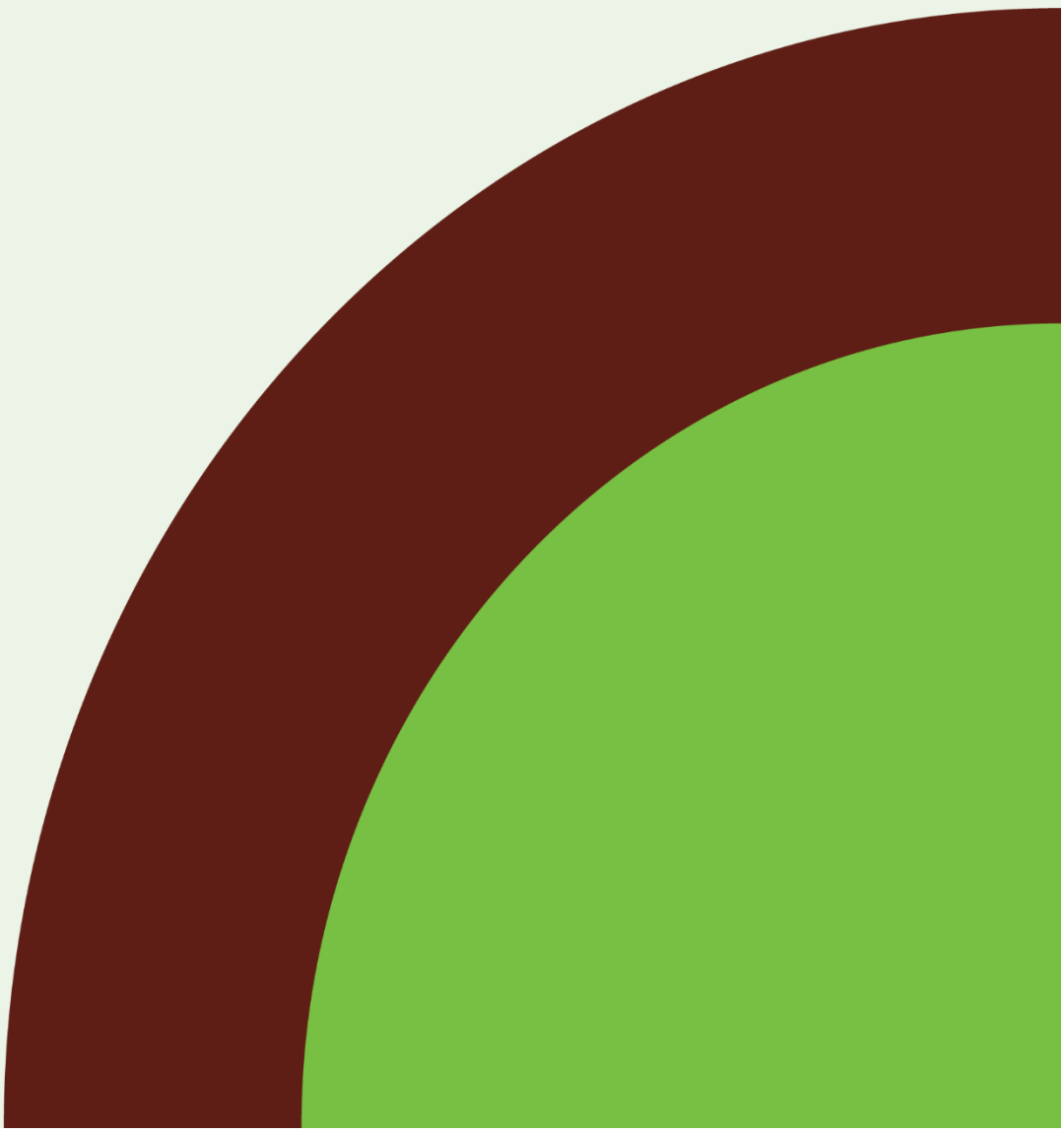

Bloomberg
Philanthropies
DATA FOR
HEALTH INITIATIVE


GENDER
EQUITY UNIT

# CRVS Systems Improvement Framework

## Stage 1: Assessment, Analysis, and Redesign (AAR)

NOVEMBER 2025 (VERSION 2.0)



# Contents

# Stage 1. Assessment, Analysis, and Redesign

## Introduction and overview

**Stage 1 of the CRVS Systems Improvement Framework focuses on three main steps: assessment, analysis, and redesign, which together lay the foundation for evidence-based system improvements.**

This stage uses business process descriptions, business process maps, and key performance indicators to systematically capture system performance and visualize the flow of activities, tasks, and data from start to finish. Through assessment and analysis, process gaps and bottlenecks are identified, allowing stakeholders to work collaboratively to find solutions and develop interventions.

Process redesign cannot happen in isolation. A well-functioning CRVS system depends on a strong enabling environment, including community trust and legitimacy, an appropriate policy and legal framework, robust organizational capabilities, physical infrastructure/facilities, public engagement, and sustainable sources of domestic funding. For process improvements to be effectively implemented, these foundational elements must also be systematically assessed, analyzed, and strengthened. Without addressing weaknesses in the enabling environment, even the most well-designed process changes risk remaining theoretical – existing only on paper rather than leading to tangible improvements in CRVS systems.

While process descriptions and maps are being developed, the core team is advised to begin formulating a limited set of key performance indicators (KPIs) to benchmark the current performance of the CRVS system, including its level of interoperability with other systems. For each KPI, baseline performance data should be gathered through a review of existing strategic plans, annual reports, assessments, and other relevant documents. Field visits and engagement with front-line workers and community members is recommended to validate and expand upon these findings, as well as to identify any variations in how processes are implemented across different parts of the country.

As gaps and bottlenecks are identified in current processes, KPIs can be developed to efficiently monitor the implementation and impact of remediation activities. At the same time, processes can be modified to ensure the data required for monitoring KPIs is being collected. In this way, business process improvement and KPIs can be used together, rather than in silos, to develop the “as-desired” processes for a more streamlined and effective CRVS system.

A key outcome of this stage is the identification, consolidation, and prioritization of redesign ideas. These may range from refining business processes to strengthening the enabling environment and enhancing the organizational capabilities needed to support effective implementation. A report of the assessment, analysis, and redesign should then be compiled and presented to the appropriate national CRVS coordination and oversight mechanisms (national committee, interagency group, technical working group, etc.) for review, comment, and refinement.

A CRVS Systems Analysis and Redesign (CRVS-SAR) tool has been developed to systematically record information collected during this stage, which can be used to create the Assessment, Analysis and Redesign (AAR) Report. To be effective, business process mapping and the CRVS-SAR tool should be applied together. By aligning assessment and redesign processes with KPIs, the tool helps ensure that the identification of performance issues and root causes is evidence-based, and that proposed redesign options are both targeted and measurable, supporting a structured, results-oriented approach to improving the efficiency and effectiveness of CRVS systems.

**Ensuring inclusivity**

To ensure gender equity in CRVS system-strengthening efforts, gender considerations must be integrated into assessment, analysis, redesign, and performance monitoring. This includes disaggregating data, identifying gender-based barriers, and ensuring inclusive stakeholder engagement and design.

Beyond gender, when assessing business processes and performance, analyze how existing CRVS workflows may impact women, girls, gender-diverse populations, and other populations at risk of being left behind differently (e.g., through barriers to birth, marriage, or death registration for single mothers, survivors of gender-based violence, transgender individuals, indigenous populations, people with disabilities, or refugees, among others).

Use disaggregated data and analysis frameworks to identify performance gaps and root causes that disproportionately affect marginalized and vulnerable groups. Support this approach by developing key performance indicators that monitor gender equity outcomes, such as:

- Proportion of births registered where mother is the sole informant
- Gender or ethnic disparities in access to registration certificates
- Timeliness of registration disaggregated by various characteristics of the registrant/subject.

Ensure the data needed for these indicators are being collected and can be disaggregated by sex and other relevant variables.

## Implementation approaches

To support implementation of Stage 1, two important approaches are recommended: hosting consultative workshops and conducting field visits. Workshops should prioritise trust-building between communities and registration systems, recognising that registration resistance often reflects rational responses to historical marginalisation rather than service delivery failures. These approaches help ensure the assessment and analysis is well-informed, context-specific, and reflects the functioning of the CRVS system, including its links with other systems.

### Hosting consultative workshops

The purpose and timing of in-person consultation and/or capacity building workshops throughout implementation of Stage 1 will vary depending on country context. The number of workshops may also differ – some countries may conduct a series of workshops to engage stakeholders at various administrative levels or during different stages of the process, while others may find that a single, well-structured workshop is sufficient. For example, in contexts where a CRVS coordination mechanism is not yet active, these workshops may represent the first opportunity for CRVS stakeholders to convene in one place, laying the groundwork for sustained coordination throughout implementation and into subsequent phases of system improvement.

Based on country experiences, workshops may serve as an important consultation forum to engage stakeholders in documenting the “as-is” business processes, helping to build a shared understanding of how the CRVS system currently operates. Alternatively, in contexts where consultations with

individual stakeholders have already been conducted through extensive fieldwork, the workshop may serve as an opportunity to validate the as-is business process descriptions while all stakeholders are convened in one place. Including stakeholders from the Ministry of Finance during these workshops strengthens their awareness and understanding of CRVS system challenges and their underlying causes. This is an effective means of building their buy-in for investing increased domestic resources in CRVS.

The main benefit of these workshops lies in bringing all relevant stakeholders together to jointly analyze the bottlenecks and pain points that are affecting the current performance of the CRVS system, fostering a collaborative environment for identifying the underlying or root causes, along with defining solutions and setting priorities for system improvement. Workshops may also provide technical training in tools commonly used for business process mapping to build national capacity in documenting and analyzing CRVS business processes as part of continuous system improvement and evaluation.

**Additional resources**
Annex 11. Preparing for an 'as-is' analysis workshop

## Conducting field visits

It is important that any information gathered through desk reviews and stakeholder consultation is validated through field visits. Fieldwork should aim to collect additional information required to validate and complete information captured in the as-is CRVS business process descriptions and maps, and performance information required for the CRVS-SAR tool. Potential field visits sites include local registration offices, and registration sites located in hospitals or other health facilities.

Field visits are a further opportunity to connect the activities of Stage 1 to insights from the public, who are key beneficiaries of improvements in CRVS and identification systems. Field visits should specifically engage with community members to understand why some may rationally choose non-registration, exploring how traditional record-keeping systems function and where they may carry greater local legitimacy than government systems, particularly for culturally sensitive identity markers. Connecting to clients during fieldwork allows for an inclusive approach to the assessment and provides key insights for system improvements. Additionally, field visits help in the process of developing redesign ideas to address the root causes of identified performance issues.

The scope of field visits and decisions on which information needs validation will depend on the level of detail already collected on as-is business processes and system performance. Fieldwork teams should prepare a field report that includes a narrative on observations, notes, copies of all forms and templates collected, photographs, videos, and any recordings of interviews and focus group discussions, as applicable. Field reports should consolidate comments on the existing business process descriptions and maps, including recommendations on how to incorporate findings. Any insights around performance, especially as it relates to the selected KPIs, should be included in the report. The report may include recommendations for redesigned processes and possible requirements in terms of the enablers; this information is to be captured in the redesign ideas column of the CRVS-SAR tool.

**Additional resources**
Annex 12. Conducting field visits

**Ensuring gender responsiveness**

Gender equality and social inclusion should be mainstreamed throughout all stages of the project; from inception and design, to implementation, monitoring and evaluation. This means that gender and intersectionality considerations should inform how activities are planned, who participates and how findings are interpreted and applied.

One practical example is ensuring that women's rights groups, LGBTIQ+ organizations led and represented by LGBTIQ+ persons and other community-based organizations representing population groups most affected by gender inequities in CRVS access and use, are meaningfully engaged throughout the process, including in consultative workshops and field visits.

Workshops should explore gender-based barriers and how they manifest in existing workflows (e.g., legal requirements stipulating the mandatory inclusion of a father's name for birth registration or the need for male witnesses).

During fieldwork, gather gender-informed insights, such as:

- Are there cultural or administrative practices that deter women or gender-diverse individuals from registering events?
- What challenges do frontline workers face in ensuring equitable service delivery?

Capture these findings in field reports and integrate them into redesign proposals.

## Step 1. Assessing the current ("as-is") CRVS system

The first step in the CRVS systems improvement process is understanding how things currently work – and this should occur before any potential improvements are considered. This involves documenting the actual steps taken to register vital events, issue certificates, and generate vital statistics or a legal identity. The aim is to develop a shared, accurate, and detailed picture of the as-is business processes and system performance. This analysis provides the foundation for identifying bottlenecks and opportunities for redesign.

This step has three main activities:

1. Creating as-is business process descriptions and maps
2. Defining key performance indicators
3. Documenting as-is CRVS system performance and setting targets.

## 1.1 Creating as-is business process descriptions and maps

The documentation of CRVS business processes, which includes both business process descriptions and corresponding business process maps (BPMs), provides a detailed overview of the steps and activities required to complete a business process from start to finish. It also outlines the stakeholders involved, the documentation needed, and the time required for each step.

Comprehensive documentation of current business processes is crucial to ensure that all stakeholders have a detailed, accurate, and shared common understanding of the CRVS business processes selected for improvement efforts. Process documentation should be developed by the core team in consultation with relevant CRVS stakeholders, including managers of the business process being reviewed, representatives from actors involved in the process, and representatives from other relevant line ministries, agencies, departments, and so on.

Documentation should capture not only formal government processes but also how communities navigate multiple registration and identity systems, including traditional authority structures and customary practices. This includes understanding where parallel registration and identity systems exist and how they interact with or substitute for government processes.

**Additional resources**
Annex 8. Core CRVS business processes

The selected process should be documented in a written format first, using the business process description template. After this has been completed, the process can be presented graphically as a business process map. There should be a general agreement on the content of the process descriptions before proceeding to process mapping.

Process mapping should be an interactive, collaborative activity, with the core team providing inputs to ensure the map accurately reflects the full details of the as-is business process. Business process maps need to include all variations of a particular process, including relevant sub-processes. For example, if there is an online registration system in some locations or if there are differences between processes in urban and rural areas, it may be more effective to develop separate process maps to account for these variations (e.g., in most country contexts, separate business process descriptions and maps are developed for vital events occurring at home/in the community and for those occurring in health facilities). Mapping should also capture the actual practice rather than only what is stated in law. For example, if the law permits the use of any one of three documents (national ID, passport, or voter card) for event registration, but in practice the registration office requires all three, the map should reflect this, as part of identifying bottlenecks and performance issues.

It may also be useful to list the databases involved, the technological systems used, and other aspects of the information technology infrastructure employed during each step of the business process. This level of annotation enhances the value of the maps, making them a valuable resource for further in-depth analysis throughout Stage 1.

**Additional resources**
Annex 1. Example as-is process map for the registration and certification of a birth occurring at home (levels 1–3)

Annex 13. Example as-is process description for the registration and certification of a birth occurring at home
Annex 14. Business process description (template)

Business process mapping can be done manually on paper or using process-modelling software (**Table 2**). While manually drawn maps are simple to create and useful in contexts where process modelling skills are limited, making changes and adding details on paper can be challenging. Process-modelling software commonly allows for documents (such as forms required in the registration process or a copy of a standard operating procedures) to be attached to particular steps in the process.

If a country chooses to use process modelling software, it is recommended to engage a facilitator with the requisite knowledge and expertise to train and support the core team. Ideally, one or more members of the core team should also gain experience in using such software to guide the mapping process effectively.

**Table 2 Business process mapping software options**

| Name | Description | License | Platform |
|---|---|---|---|
| Bizagi Modeler | Flowchart tool<br><br>Bizagi's intuitive business process modelling software enables organizations to create and document business processes to identify improvement opportunities. | FOSS | Microsoft |
| Bonita BPM | Flowchart and automation tool<br><br>Bonita empowers organizations with cutting-edge Business Process Automation, helping businesses streamline operations, optimize workflows, and drive unstoppable growth. | FOSS | Open |
| Draw.io | Simple diagram software tool<br><br>Free online diagram software for making flowcharts, process diagrams, organization charts and network diagrams. | FOSS | SASS |
| Enterprise Architect | Database driven design tool<br><br>Multi-user, graphical tool designed to help teams build robust and maintainable systems. | Sparx Systems | Microsoft |
| Google drawings | Simple diagram software tool<br><br>Free online diagram software for making flowcharts, process diagrams, organization charts and network diagrams. | FOSS | SASS |
| Lucidchart | Diagram software tool<br><br>Web-based diagramming application that allows users to visually collaborate on drawing, revising and sharing charts and diagrams, and improve processes, systems, and organizational structures. | Lucid | Open / SASS |
| Visio | Diagram software tool | Microsoft | Microsoft |

| | | | |
|---|---|---|---|
| | Software for drawing a variety of diagrams. These include flowcharts, org charts, building plans, floor plans, data flow diagrams, process flow diagrams, business process modeling, swimlane diagrams, and 3D maps. | | |
| **BPMN stencils (for Visio)** | Stencils<br><br>A Microsoft Visio template and stencil pack is available which fully supports the release of the BPMN 2.0 standard | Orbus | Microsoft |
| **Key**<br>FOSS: Free and open-source software<br>SASS: Software as a service | | | |

The maps will likely need to be developed over a series of small meetings among members of the core team (and possibly other stakeholders) until all members of the team agree that the maps accurately represent all steps in the as-is business processes. Inputs from practitioners in the field are generally essential to ensure the maps accurately reflect the reality "on the ground".

In cases where the end-to-end registration process involves multiple optional paths, such as differences between manual and online registration processes, it may not be feasible to represent the entire process in a single map. In such instances, it is recommended to break down the overall process and develop separate sub-process maps for specific components. Documenting sub-processes clearly and accurately is essential, as inefficiencies at this level are often the root cause of delays in registration and certification. These maps can also help identify bottlenecks and areas for process improvement during analysis and redesign efforts.

## 1.2 Defining key performance indicators (KPIs)

Key performance indicators (KPIs) measure system performance, outputs, and outcomes against a set of performance targets. The selection of appropriate KPIs and targets helps identify performance gaps in a systematic manner, which can be used to develop recommendations for improvement. Depending on the setting, particular attention may be given to indicators that measure community trust and data sovereignty. This includes developing metrics for community-controlled connectivity rather than traditional interoperability measures and incorporating data sovereignty impact assessments as mandatory components of any technical integration planning.

The core team should work together to select or develop KPIs for the business process being examined. KPIs can be defined at two levels:

1. **At the high-level, KPIs should reflect the country's overarching goals for CRVS improvement**, such as birth registration completeness or the proportion of deaths registered within the legal timeframe. These higher-level KPIs will likely differ across countries depending on national priorities and existing challenges. They serve as benchmarks for system-wide performance and help track progress toward universal, timely, and high-quality registration and certification.
2. **The next level of KPIs should align with the country's strategic outcomes, grouped as client- and service provider-centric**. Each strategic outcome should be supported by a tailored set of KPIs that are designed to measure progress in that specific area. For instance, for the strategic outcome, "simplified registration processes and procedures", a KPI could be

"number of visits required to register a vital event and obtain a certificate" or "the average waiting time to receive a certificate after registration". While some KPIs may contribute to more than one strategic outcome, they should be placed under the most relevant one for clarity and focus. It is critical to ensure that the list of KPIs is comprehensive and exhaustive, capturing the full range of performance dimensions. This helps avoid missing critical areas and ensures that the system is being assessed and improved holistically.

**Additional resources**
Annex 2. The 11 CRVS System Strategic Outcomes
Annex 15. Suggested key performance indicators for use with the Framework

Compendium of CRVS indicators (*resource in development*)
Guidance document on indicator selection (*resource in development*)

**Ensuring inclusivity**
The principle of universality must guide KPI development and measurement. KPIs should be disaggregated by event type, geography, sex/gender, and population subgroups to expose any disparities and enable equity-focused strategies. For example, in several countries, female deaths are significantly under-registered compared to male deaths. Without measuring and analyzing such disparities, their root causes may remain hidden, and system redesign efforts could fail to reach those most in need. Ensuring inclusive data from the outset is essential for developing effective, context-sensitive improvements.

**Additional resources**
Equal access for LGBTI individuals (in CRVS/ID systems)
Bali Process Toolkit for Inclusive Civil Registration

## 1.3 Documenting as-is CRVS system performance and setting targets

Once KPIs have been identified and agreed upon by the core team, they should be included in the CRVS System Analysis and Redesign (CRVS-SAR) tool as part of documenting as-is performance. The baseline for high-level KPIs, such as the completeness and timeliness of birth and death registration, should be recorded based on the most recent civil registration data. This data should be disaggregated by sex and/or gender, rural/urban locality, ethnicity, and other relevant variables to highlight disparities and guide targeted action. Once the baseline is set, realistic yet ambitious targets for the system can be defined. These may be drawn from the national CRVS strategy, vision and mission statements, regional or global commitments, international best practices, and the informed judgement of the core team. Together, the baseline and targets provide a clear, measurable direction, serving as the "north star" for performance improvement and accountability.

In practice, determining baselines for certain outcome-level KPIs can be challenging, particularly when reliable data are not readily available from existing sources. In such cases, reasonable estimates may be derived through a combination of business process analysis, field observations, and consultations with local stakeholders. For KPIs that require survey data, qualitative insights gathered during as-is workshops, field visits, and stakeholder meetings can be used to arrive at an indicative starting point.

These approaches help ensure that initial baselines are grounded in observed realities, even where quantitative data is lacking.

Regardless of the data source or method used to establish initial baselines—whether from existing systems, stakeholder consultations, or field observations—it is important to clearly document the source for the baseline for each KPI. Recording the lack of reliable data is equally critical, as it highlights the need to incorporate these indicators into the monitoring and evaluation system going forward and to establish mechanisms for their systematic measurement. Management dashboards can then be developed to monitor process-related indicators, while periodic surveys can help assess public awareness and client satisfaction. This approach supports continuous improvement and evidence-based decision-making throughout the implementation lifecycle.

**Additional resources**
CRVS system analysis and redesign (CRVS-SAR) tool (excel)

## Step 2. Analyzing performance issues

In this step, the focus is on identifying performance bottlenecks experienced by both clients and service providers. Using business process descriptions and maps, and stakeholder consultation, the core team should analyze where and why the process(es) fail to perform as intended. Issues may relate to inefficient workflows, limited staff capacity, lack of or inefficient information technology (IT) infrastructure, and unclear, undocumented or outdated procedures, among others. The aim is to trace these challenges to their underlying causes, whether technical, organizational, budgetary, and/or systemic, so that targeted, sustainable solutions can be developed.

Financial barriers to CRVS system strengthening, notably underfunding, should be incorporated into CRVS system analysis so that funding priorities can be identified and addressed. The financial sustainability task team should be responsible for this, as the findings can inform the development of the costed CRVS-SAP and resource mobilization strategy.

This step has two main activities:

1. Identifying performance bottlenecks
2. Uncovering underlying causes.

There are different ways to identify performance bottlenecks (or “pain points”) and uncover underlying (or “root”) causes. They can be undertaken by the core team either through a series of smaller, focused meetings held over a few months, or in a more intensive workshop-style format. If a workshop is organized, some countries may choose to invite selected local-level field officers, including civil registrars, staff from health facilities, and data entry operators, to gain a more grounded and practical understanding of the pain points and their underlying causes.

Baseline data, such as registration completeness and timeliness, and equity dimensions, should guide the identification of performance issues. For instance, if the registration of deaths shows bias against women or children, this must be factored into the process, with appropriate strategies developed to address such inequities.

If the diagnosis is carried out through smaller core team meetings, it becomes especially important for team members to visit field locations. These visits help the core team grasp the full context of the issues and validate their identification of pain points and root causes. Field visits can be planned in two ways: either after completing the initial desk-based analysis or midway through the process to inform and refine the ongoing discussions before finalizing the findings.

**Ensuring inclusivity**

Gender norms, roles, and disparities in access to resources and authority can create different barriers for women, men, and gender-diverse individuals. Analyze how gender influences both the experience of pain points and the root causes of underperformance in the CRVS system. This approach should be extended to include other groups at risk of marginalization or groups experiencing vulnerability, including people with disabilities, people living in remote locations, or people from linguistic minorities.

## 2.1 Identifying performance bottlenecks

Once the as-is system performance has been documented and performance targets set, the core team should identify performance bottlenecks, or “pain points”. This involves not only examining the technical or process-related issues using the as-is business process maps but also identifying the pain points experienced by both clients and service providers when the system does not perform as intended. Speaking with frontline staff, supervisors, and clients can provide valuable insights. These discussions often reveal problems that are not evident in formal documents, such as unclear or unnecessary steps in the process, poor coordination between offices, or informal practices that have developed locally, sometimes due to misinterpretation of existing rules and procedures.

Pain point identification should recognise that some registration gaps may represent rational community responses to system inadequacies rather than service delivery failures. This includes exploring why communities might legitimately prefer traditional record-keeping systems and how these preferences reflect broader trust relationships with government institutions.

These pain points and bottlenecks reflect the real-world consequences of underperformance, such as long wait times, repeated visits to registration offices, difficulty accessing services, or frustration due to a lack of clear information. For instance, if the average waiting time to obtain a certificate is five days, clients may face delays in accessing essential services like social protection or health care. Similarly, if the quality of the certificate is poor, with missing or incorrect personal details, clients may face difficulties in using it for legal, educational, or financial purposes. Similarly, field staff may struggle with inefficient workflows, lack of connectivity, or the burden of managing paper-based records.

These pain points should be identified and documented in the CRVS-SAR tool. Identifying such pain points provides valuable insight into where improvements are most urgently needed and helps prioritize interventions that enhance user experience and service efficiency. It will help trace the root causes that lead to these pain points, whether they stem from process inefficiencies, capacity constraints, underfunding, or system-level gaps affecting both clients and service providers.

## 2.2 Uncovering underlying causes

The core team should trace the underlying, or "root" causes of each pain point. Pain points are the visible effects: what people experience when things go wrong. Root causes are the deeper reasons behind those effects. To identify the underlying causes of each pain point, a range of factors must be considered. Business process maps should be revisited to identify process-related inefficiencies, such as redundant steps, unclear responsibilities, or weak handovers between actors. As root causes may lie beyond workflows, it is recommended that they are categorized across eight dimensions: 1) policies, laws, and regulations; 2) financial resources; 3) advocacy and communication; 4) human resources; 5) information technologies; 6) physical infrastructure; 7) management and coordination; and 8) business processes.

Structured tools like the "5 Whys" technique, fishbone diagrams, iceberg diagrams, or problem trees can help distinguish between surface-level symptoms and deeper systemic causes. Since many performance problems have more than one root cause, it is important to consider all contributing factors to fully understand what is driving the problem and how it can be addressed. Long wait times to receive a certificate (a pain point), for example, may be caused by process inefficiencies, understaffing, frequent staff transfers, lack of supervision, or shortage of blank forms, among others. Registration documents with mistakes and inaccuracies (another pain point), may be due to the limited availability of registration forms in minority languages, or poor translation, which can lead to incorrect personal details being issued in certificates. Root cause analysis should specifically examine trust deficits between communities and registration systems, including how historical marginalisation may create rational incentives for non-participation in government registration processes. Budgetary constraints like underfunding should also be investigated as an underlying cause of inefficiencies.

**Additional resources**
Using fishbone diagrams effectively in your projects
The '5 Whys'

**Worked example**
In the worked example in the completed CRVS-SAR tool, one of the performance issues identified is that a family must make multiple physical visits to different government agencies to complete birth registration and obtain a birth certificate. The next step is to understand what is causing this pain point by asking why – why are so many visits needed? Why can't the whole process be completed in one step?

One of the identified root causes is the need for a birth notice from the health authority to be submitted at the district registration office when applying to register a birth – resulting in a minimum of two separate visits (to two separate agencies).

## Step 3. Redesigning the "as-desired" CRVS system

The purpose of this step is to propose redesign strategies that address the root causes of performance issues identified during assessment and analysis. It begins with developing "as-desired" business process descriptions and maps that respond to the identified process issues. At the same time, system-level strategies should be developed to reinforce and enable the redesigned processes. The main output of this step is the consolidation, validation, and documentation (in the CRVS-SAR tool) of redesign ideas. New "as-desired" business process descriptions and maps should also be developed.

Redesign goes beyond changes to technical workflows and requires strengthening both the enabling environment and organizational capabilities that support CRVS and ID systems:

- **Enabling environment** – the broader system conditions and commitments, including
  - policies, laws, and regulations, which provide the legal mandate and governance framework
  - business processes
  - financial resources that ensure sustained government commitment and funding
  - advocacy and communication to build political will and public demand
- **Organizational capabilities** – the institutional and operational resources required, including
  - human resources, ensuring adequate skilled personnel at all levels
  - information technologies, the systems and software for registration, data management, and integration
  - physical infrastructure such as offices, equipment, and connectivity for service delivery
  - management and coordination to align stakeholders.

During as-is business mapping, the financial sustainability task team should have noted system bottlenecks that require increased funding to address, so that they can incorporate resource mobilization considerations into redesign efforts. The as-is process maps should thus include an analysis of which parts of the existing ("as-is") system are not functioning properly due to underfunding, which will inform the development of the "as-desired" processes.

**Ensuring gender responsiveness**

Resources and enabling factors should be gender responsive. For example, laws should ensure women's equal right to register vital events without requiring male consent; staff should be trained in gender-sensitive service delivery; and infrastructure should ensure safe, accessible, and private spaces for women and girls. A gender-transformative, process-centric approach recognizes the need to intentionally address structural gender inequalities within CRVS systems, thereby advancing equity, inclusion, and accountability.

Each redesign idea should be explicitly linked to the root causes it addresses and the strategic outcomes it supports. In this way, redesign is not just reactive, but results-oriented and aligned with long-term goals. Redesign ideas are expected to help meet KPI targets and contribute to the achievement of the overarching strategic outcomes. It is important that the redesign discussions remain anchored in the outcomes the CRVS system is trying to achieve, such as improving accessibility to registration services, simplifying procedures, or improving data quality, so that every redesign idea is aligned with the larger system goals.

The core team should lead the redesign process, focusing on both business process improvements and broader strategic interventions. The team should brainstorm ways to improve CRVS business process performance based on all information collected to date, including insights from field visits and workshops. The focus should remain on addressing the root causes of performance issues and contributing to key outcomes.

This participatory process, often carried out through multiple meetings and/or a redesign workshop, involves open discussion of proposed redesign ideas until the team reaches consensus. All proposals should be documented in the CRVS-SAR tool, which should be used alongside updated business process maps. These two tools are complementary: process maps help visualize the workflow and identify where bottlenecks occur, while the CRVS-SAR tool helps link these weaknesses to root causes, proposed solutions, and the outcomes they aim to achieve. Insights from one tool should inform the other.

This step has five main activities:

1. Identify potential redesign ideas to create a better process
2. Consolidate potential redesign ideas
3. Prioritize potential redesign ideas
4. Create as-desired CRVS process descriptions and maps
5. Develop the Assessment, Analysis and Redesign (AAR) Report.

## 3.1 Propose and refine redesign ideas

**Tasks:**

a. **Identify redesign ideas to solve each performance issue and root cause, and record these in the CRVS-SAR tool**
b. **Discuss redesign ideas until the core team reaches a consensus**

The core team should brainstorm ways to improve the performance of CRVS business processes given information collected to date. The team should focus on solutions to the root causes of performance issues. Identified redesign ideas should be discussed until the core team reaches a consensus, with ideas documented in the CRVS-SAR tool. If the team cannot reach consensus after everyone's ideas and positions have been heard, the team will have to accept that several design variations will exist at this stage and that the issue needs to be discussed again later, possibly by involving other stakeholders to reach a decision.

This process will likely include revisiting the business process descriptions and maps and may involve several iterations to reach a final decision.

**Additional resources**
Process innovation techniques

**Worked example**
In the worked example in the completed CRVS-SAR tool, one of the identified root causes was the need for a birth notice from the health authority to be submitted at the district registration office when applying to register a birth.

The next pertinent question then becomes; how can the process be simplified for families? Solutions might include establishing regulations that would allow community health workers to act as informants for the civil registration of births – removing the (current) burden on families to visit health facilities to collect the birth notification and deliver this to the civil registration office.

## 3.2 Consolidate potential redesign ideas

**Tasks:**

1. **Consolidate potential redesign ideas**
2. **Identify quick wins**

Once redesign ideas for each root cause and performance issue have been identified, they should be integrated to form an overall set of redesign ideas for each CRVS business process. Some of these will be cross-cutting, such as developing standard operating procedures, strengthening coordination, or improving monitoring – and will apply to all CRVS processes. Others will be process-specific and should be clearly represented in the "as-desired" business process descriptions and maps and correspondingly captured in the redesign ideas column of the CRVS-SAR tool. As noted earlier, more than one design variation may need to be retained at this stage until consensus is reached.

Redesign ideas should be grouped under action areas, which correspond to the eight root cause categories. Grouping by action areas provides a structured way to consolidate similar ideas, avoid duplication, and ensure alignment with strategic outcomes. For example, developing standard operating procedures falls under the business process action area but also contributes to human resources through providing training inputs. Likewise, upgrading registration software is grouped under information technology, supporting several KPIs across multiple strategic outcomes. Organizing ideas in this way creates a clearer pathway from redesign ideas to the development of the strategic plan by action areas, facilitating effective planning, implementation, and monitoring. For each of these action areas, it is important to note where funding constraints are a contributing factor, as this will inform the development of the costed strategic and action plan.

Redesign consolidation should include provisions that allow communities to withdraw from digital systems without losing access to essential services. This reversibility requirement builds trust by preserving community agency over participation and prevents technological lock-in that could undermine data sovereignty.

Major changes and continuous improvement efforts take time. Complex efforts to change strategies, restructure organizations, and re-engineer processes need to capitalize on quick wins by identifying short-term gains from the consolidated redesign ideas. A "quick win" generally refers to a small, achievable action or change that can produce a noticeable positive outcome within a short timeframe, often with minimal resources. Quick wins are important as they demonstrate progress towards a much larger goal – in this case, CRVS systems improvement.

Characteristics of a quick win include:

- **Fast implementation**: Can be implemented quickly, usually within a few weeks or months.
- **Low cost**: Requires minimal investment or expenditure. In addition, if the cost of a quick-win fits within the existing budget for CRVS, funds could potentially be made available more quickly, resulting in a positive outcome in an even shorter period.
- **Visible impact**: Generates a clear and noticeable positive result that stakeholders can easily see.
- **High buy-in**: Easily accepted and supported by relevant teams and stakeholders.
- **Low risk**: Minimal potential for negative consequences if implemented (13–14).

Quick wins should be identified before prioritizing the broader list of redesign ideas. Examples of quick wins are provided below.

**Table 3 Quick wins**

| Quick win | Description | Benefit |
|---|---|---|
| **Develop a local civil registrar's quality assurance checklist** | Roll out a standardized quality assurance checklist in all civil registration offices | Improve the quality of documents submitted to the registration office at each level to reduce duplicate work and return of applications |
| **Implement an interim dispatch process to the next higher registry office** | Implement a refined dispatch process at registration offices, including pre-sorting of applications | Reduce the time it takes to send applications from the local registration office to the next higher or head office |
| **Improve signage at civil registration offices** | Install signs outside the building indicating where clients should line up for services, the legally stipulated time frame for registration, and documents required | Improved efficiency and lower waiting times at the point of civil registration, leading to increased client satisfaction |
| **Create seating area for clients** | Designate and furnish a seating area for clients to facilitate waiting | Clients are waiting in a designated seating area, resulting in improved client satisfaction |

**Additional resources**
Quick wins
How business analysts can identify quick wins

## 3.3 Prioritize potential redesign ideas

**Tasks:**

1. **Evaluate and score potential redesign ideas**
2. **Prioritize and rank potential redesign ideas**

The results of the Framework's first Stage — the collective identification of problems, opportunities, and their causes — can lead to a long list of issues to address. Prioritization brings different stakeholder perspectives together to seek agreement on the main problems and opportunities and their respective priorities. Once quick wins have been identified and removed from the list of consolidated redesign ideas, the remaining ideas should be prioritized in favour of those that would

bring about major shifts in CRVS system improvement. A recommended prioritization methodology is summarized below.

This prioritization will likely be revised while developing the CRVS Strategic and Action Plan (Stage 2). After a complete evaluation of each of the activities required for improvement of the system is completed and constraints considered (including, for example, cost estimates), the priority and feasibility of activities may change.

Evaluating and scoring can be done according to four criteria:

1. **Urgency**: The extent to which the redesign recommendation is critical and needs to be urgently implemented.
2. **Feasibility**: The ease with which the redesign recommendation could be implemented, given departmental roles and responsibilities in government, and cultural norms.
3. **Cost**: The costs associated with implementing the redesign and the likelihood of obtaining funding from different internal and external sources.
4. **Timeline**: The period required for full implementation of the redesign.

Four scenarios are provided for each criterion, as shown in the table below. Scenarios are then scored from 1 to 4 depending on estimates of urgency, feasibility, cost, and timeline, with the highest priority score being 4 and the lowest being 1. Scores across the four criteria are then calculated, giving a summary score for each recommended redesign. The higher the score, the higher the priority for implementing the recommendation. The four criteria were chosen to reflect the critical dimensions of any deliberative process that countries are likely to follow to decide upon the relative priority of recommendations.

**Table 4 Criteria for prioritization scoring of redesign recommendations**

| Criteria | Score | Description |
|---|---|---|
| **Urgency** | 4 | Should start immediately |
| | 3 | Could be delayed for up to 6 months |
| | 2 | Could be delayed for up to 2 years |
| | 1 | Could be delayed until able to be done |
| **Feasibility** | 4 | Necessary action can be decided at the departmental level |
| | 3 | Requires interdepartmental agreement |
| | 2 | Requires legislation or policy change |
| | 1 | Requires change in tradition or culture |
| **Cost** | 4 | No cost implications |
| | 3 | Can be funded within current budget |
| | 2 | Need to advocate for increased government funding |
| | 1 | Need to find external resources |
| **Timeline for completion** | 4 | Less than 3 months |
| | 3 | 3 months to 1 year |
| | 2 | 1 to 5 years |
| | 1 | More than 5 years |

Scoring is based on initial estimates of the requirements to implement a suggested redesign. A more detailed assessment of the requirements to implement the suggested redesigns will happen during the development of the CRVS Strategic and Action plan (Stage 2), and the final redesign described in the strategic and action plan may need to be adjusted as participants better understand the requirements and constraints (e.g., cost) attendant to the redesign.

Note that in some settings, prioritization can be done informally, as part of discussions during a workshop, for example.

Once all issues identified in the CRVS-SAR tool have been evaluated and scored, they should be ranked in decreasing order of priority within each of the impact bands. In the case of many suggested improvements, it is further recommended that countries reduce these by considering only those that score above a certain cut-off point or focusing only on the urgent ones. A summary of these recommendations should be included in the AAR Report.

## 3.4 Create as-desired CRVS process descriptions and maps

After consolidating and prioritizing the redesign ideas, the core team should create the as-desired CRVS business process descriptions and maps. To develop the as-desired process map, the team can modify the as-is map by introducing redesign ideas, or they can create a new map. Where possible, as-desired process maps should incorporate provisions for traditional identity practices and community-controlled data flows where communities seek such integration.

**Additional resources**
Annex 16. Example as-desired process description for the registration and certification of a birth occurring at home (level 1)
Annex 17. Example as-desired process map for the registration and certification of a birth occurring at home (level 1)

## 3.5 Develop the Assessment, Analysis and Redesign (AAR) Report

After finalizing the proposed redesign(s) for the selected business process(es), the core team should draft the Assessment, Analysis and Redesign (AAR) Report. The report should include:

- Objectives of Stage 1.
- The approach and methodology used.
- Background to the CRVS system, based on the desk review conducted in Stage 1.
- Key findings from the assessment and analysis, which should include the as-is business process descriptions and process maps, and the completed CRVS-SAR tool.
- Proposed improvement redesigns, which should include the as-desired business process descriptions and maps.
- A set of recommendations for improvement in processes and enhancement of enabling environments, including organizational capabilities, the need for legal reforms, and domestic co-financing of system redesign, requiring increased budget allocations. If a cost estimate is available at this point, based on the study/analysis initiated in Stage 0, this should be included, noting that a resource mobilization strategy will be developed during Stage 3, after the development of the costed CRVS-SAP in Stage 2.
- Trust-building strategies that prioritise community engagement and data sovereignty before technical system development, recognizing that sustainable digital identity requires pre-existing social trust that cannot be built through technical means alone.

The core team should draft the report with input from the Senior CRVS Advisor and CRVS Technical Officer and present the report to the technical working group for validation, if such mechanism exists.

Following validation, the working group should present the report to stakeholders at a workshop to obtain their views. The report should be modified as needed based on key stakeholder input and then finalized.

At this point, the final report should be submitted to the national CRVS committee for endorsement – signalling the beginning of Stage 2 (development of the CRVS Strategic and Action Plan).

**Additional resources**
Annex 18. Assessment, Analysis and Redesign (AAR) Report (template)

## Stage 1 – Summary

At the end of this stage, the core team should have completed a detailed assessment and analysis of relevant business processes as they relate to the civil registration, vital statistics, and identification systems. Business process descriptions and maps for each of the selected business processes should have been created to systematically record and visualize the flow of activities, tasks, and data from start to finish.

A limited set of key performance indicators (KPIs) to benchmark the current performance of the CRVS system, including its level of interoperability with other key systems, should have been created and agreed upon. For each KPI, baseline performance information should have been collated through an extensive review of existing strategic plans, annual reports, assessments, and other relevant documents.

Key performance issues and their root causes should have been identified, using both the business process descriptions and maps, and performance information as it relates to the defined KPIs. Field visits should have been completed to validate and further elaborate on performance issues and root causes identified, along with highlighting any potential variations in how processes are implemented throughout the country.

A set of consolidated and prioritized redesign ideas should have been compiled and presented to the appropriate national CRVS coordination and oversight mechanisms for review and comment, using the CRVS-SAR tool and AAR Report.

**Before moving to Stage 2, consider:**

**Assessment**:

13. Have the as-is business process descriptions for each business process been drafted?
14. Have the as-is business process maps for each business process been drafted?
15. Have the KPIs been defined?
16. Have targets been set for each KPI?
17. Has baseline information on system performance been collected through an intensive desk-top review?

**Analysis**:

18. Has the ‘as-is’ analysis workshop been held?
19. Have field visits been conducted to validate initial assessment and analysis findings?
20. Have performance issues been identified for each business process?
21. Have process bottlenecks been identified for each business process?
22. Have root causes been identified and categorized?

**Redesign:**

23. Have redesign ideas been incorporated into the CRVS-SAR tool?
24. Have non-technical alternatives been evaluated before recommending technological solutions?
25. Have data sovereignty implications been assessed for all technical solutions?
26. Have the as-desired business process descriptions for each business process been drafted?
27. Have the as-desired business process maps for each business process been drafted?
28. Has the AAR report been drafted?
29. Has the stakeholder’s consultation workshop been held for review of the AAR report?

**Additional resources**
Annex 10. Planning checklist

# References

13. **Quick wins**. Sydney: Agency for Clinical Innovation, NSW Government; ND (https://aci.health.nsw.gov.au/__data/assets/pdf_file/0008/486782/Solutions-Quick-wins.pdf).
14. **How business analysts can identify quick wins**. San Antionio: Enfocus Solutions; 15 February 2013 (https://enfocussolutions.com/how-business-analysts-can-identify-quick-wins/).

# Resources

- CRVS system analysis and redesign (CRVS-SAR) tool (excel)

# Annexes

- Annex 1. Example as-is process map for the registration and certification of a birth occurring at home (levels 1–3)
- Annex 2. The 11 CRVS System Strategic Outcomes
- Annex 8. Core CRVS business processes
- Annex 10. Planning checklist
- Annex 11. Preparing for an ‘as-is’ analysis workshop
- Annex 12. Conducting field visits
- Annex 13. Example as-is business process description for the registration and certification of a birth occurring at home
- Annex 14. Business process description (template)
- Annex 15. Suggested key performance indicators for use with the Framework
- Annex 16. Example as-desired process description for the registration and certification of a birth occurring at home (level 1)
- Annex 17. Example as-desired process description for the registration and certification of a birth occurring at home
- Annex 18. Assessment, Analysis and Redesign (AAR) Report (template)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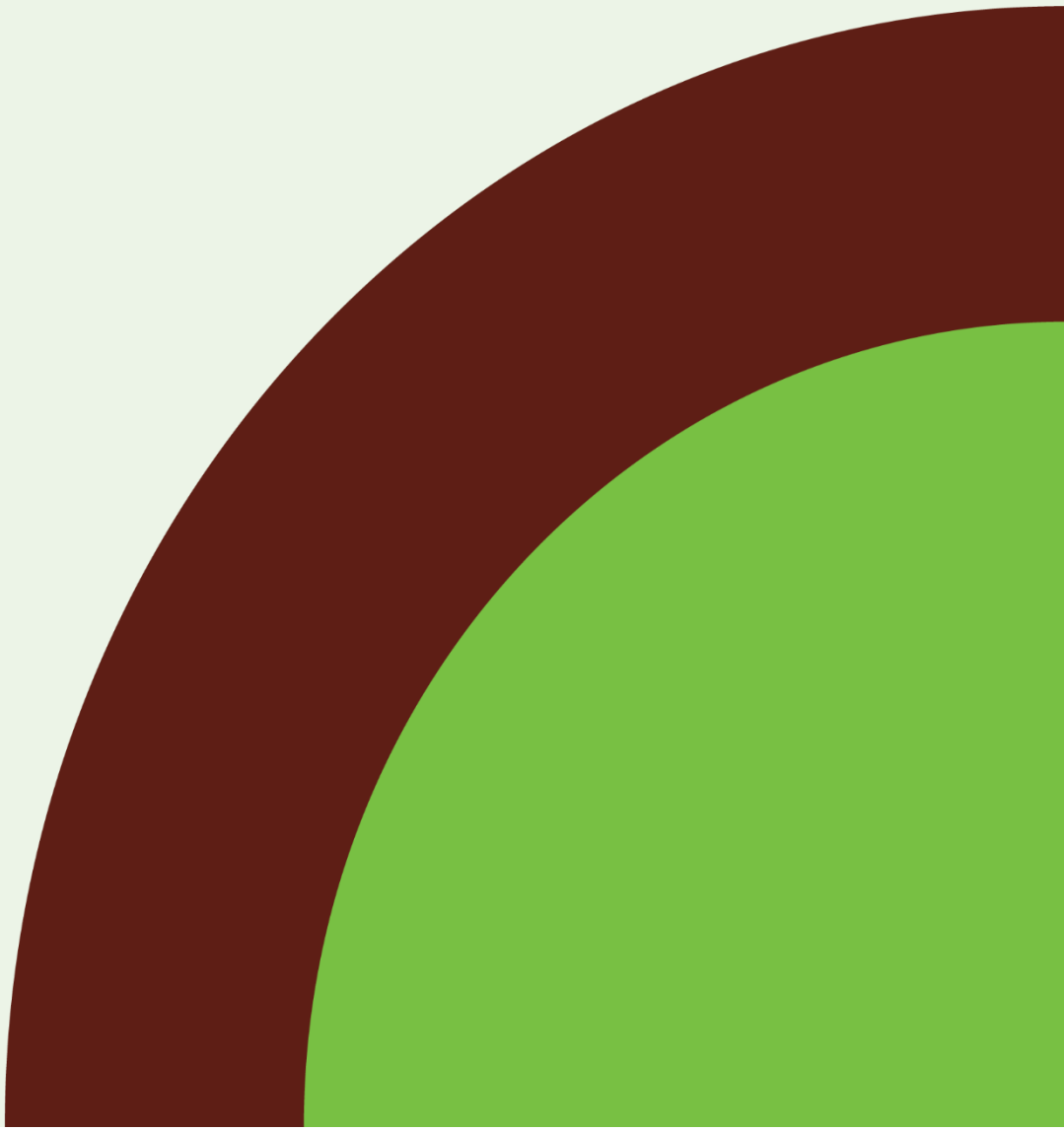
# CRVS Systems Improvement Framework

## Stage 2: CRVS Strategic & Action Plan (CRVS-SAP)

**NOVEMBER 2025 (VERSION 2.0)**



# Contents

# Introduction and overview

Stage 2 of the Framework supports the development of a CRVS Strategic and Action Plan (CRVS-SAP) to improve or strengthen the system. A strategy is a way of describing *how* you are going to get things done. It is less specific than an action plan (which tells the who-what-when); instead, it tries to broadly answer the question, "how do we get from here to there?" A good strategy will consider existing resources (people, money, materials, etc.) and potential risks.

In essence, a strategic and action plan is a working document that helps organizations explain what they want to achieve and the steps they will take to achieve it. The plan should be both strategic and prioritized: **strategic** in the sense that it must comprehensively address all critical areas identified during Stage 1; and **prioritized** in the sense that it must be realistic, as not all actions can, or need, to be done immediately.

As developing a strategy depends on in-depth knowledge and skills in a variety of areas, the core team should, as necessary, seek planning and management advice to develop the CRVS-SAP. The team should take the following important considerations into account:

- If a prior CRVS strategy exists, terminologies and concepts should be consistent, and any differences should be explained for continuity.
- Government buy-in for the CRVS-SAP and alignment of the plan with the country's overall development goals and national development plan, to ensure domestic co-financing and sustainable domestic sources of funding for the medium- to long-term.
- Timeline for transition to full government ownership of the improved system and ideally institutional arrangements to ensure increased domestic funding as external funding decreases.
- Terminologies and concepts should be aligned with government budgetary approval requirements to facilitate the financing of improvement efforts as part of government activities.
- Creating an inventory of ongoing and planned CRVS system-strengthening efforts, including broader international and national initiatives that can be expected to have a positive impact on CRVS.

# Step 1. Formulate the strategy

A strategic plan defines the direction an organization needs to follow to achieve its missions and vision. Strategic goals, outcomes, and objectives drive a strategy. A strategic goal can be defined as the desired result the proposed CRVS system aims to achieve. The goal is where we want the system to be in the long term. Often a strategic goal is so general that it is expressed in nontechnical, qualitative terms rather than in quantitative terms, for example, "an efficient and effective CRVS system that meets user-needs".

An outcome is a change in the status of a system that results, wholly or in part, from a strategy, plan, or program. An example of an outcome of the CRVS system may be stated as, "distance to registration service reduced to less than five kilometres for all people". Using outcomes to drive strategy means planning backward from the as-desired system.

The core team should define the gap — the difference between what you wish for and where you currently are (done by referring to the baseline data collected during Stage 1). Filling the gap becomes

the strategic objective. Strategic objectives direct the activities of the organization or system and form the foundation on which decisions on actions are made. They provide direction for everyone in the organization and motivation for individuals to achieve the objectives. Good objectives also help delegate authority effectively. All activities in the CRVS system should be linked to a strategic objective, whether they are new activities, improvement initiatives, or maintaining existing processes.

**This step has five main activities:**

1. **Review strategic goals, outcomes, and objectives**
2. **Develop sub-objectives**
3. **Examine potential implications on the enabling environment**
4. **Compile a strategy map**
5. **Identify strategic risks.**

## 1.1 Review strategic goals, outcomes, and objectives

Firstly, and particularly in contexts where there has been a break between implementation of Stages 1 and 2, the core team should review the previously agreed vision, mission, and values of the CRVS system (Stage 0) along with key performance indicators (KPIs) (Stage 1). Any previously set goals, outcomes, and objectives should be reviewed for relevance, particularly if major system changes have already occurred, such as the expansion of digital services or implementation of a national identity system. As part of the review, ensure the objectives:

- provide direction to achieve the mission,
- are based on the results of the prioritization and ranking of potential redesign ideas discussed in Stage 1, and
- are specific, measurable, achievable, relevant, and time-bound (SMART).

**What are SMART objectives?**

- **Specific**. That is, they tell how much (e.g., 10%) of what is to be achieved (e.g., what behavior of whom or what outcome), and by when (e.g., by 2030).
- **Measurable**. Information concerning the objective can be collected, detected, or obtained.
- **Achievable**. It is feasible to achieve them. While objectives should be challenging, they should not be unrealistic.
- **Relevant** to the mission. Your organization has a clear understanding of how these objectives fit in with the overall vision and mission of the system.
- **Time-bound**. Your organization has developed a timeline (a portion of which is made clear in the objectives) by which they will be achieved.

## 1.2 Develop sub-objectives

The development of sub-objectives is critical to realizing the strategic objectives. The summarized information from the assessment phase, captured in Stage 1, should serve as key inputs for developing sub-objectives. However, sub-objectives need to be more specific and to cover all areas of the system.

Note that sub-objectives may not be needed for every year of the strategic plan. As the years go on, it is fine to create new yearly sub-objectives that connect back to the overall goals, outcomes, and objectives of the plan.

## Country examples

Rwanda National CRVS Strategic Plan (2017/18–2021/22)

- **Vision**: Make every life known and count
- **Mission**: To build a modern, timely, complete and integrated CRVS system to ensure legal identity for all, good governance and evidence-based decision making for sustainable development
- **Strategic goal**: to be able to support evidence-based development and transformation of society
    - **Strategic outcome 1**: Legal identity and rights for all
        - **Strategic objective 1.1:** To improve the legislative environment and align with international practices and enforce laws and regulations
            - **Sub-objective 1.1.1:** Improve the legislative environment
        - **Strategic objective 1.2:** To increase the coverage of registrations of births, marriage, divorce and death registrations, including raise awareness of the population
            - **Sub-objective 1.2.1:** Create public awareness on civil registration
            - **Sub-objective 1.2.2:** Decentralize civil registration services
    - **Strategic outcome 2**: Good governance and accountability
    - **Strategic outcome 3**: Reliable statistics

The Philippine CRVS Strategic Plan (2023–2028)

- **Vision**: A dynamic CRVS system aligned with international standards, that promotes the rights and well-being of all Filipinos
- **Mission**: To provide quality, timely and relevant civil registration services and vital statistics that are responsive to the needs of all stakeholders
- **Strategic goals**:
    - **Strategic goal 1**: Enhanced capacity for CRVS
        - **Strategic objective 1.1:** By 2023, a legislative and policy agenda that aims to strengthen civil registration system has been developed
        - **Strategic objective 1.2:** By 2023, a strategic and national approach has been adopted for the improvement of CRVS
        - **Strategic objective 1.3:** By 2025, an updated compilation of issuances and circulars on CRVS from the Civil Registrar General has been disseminated to LCROs and Phil. FSPs
        - **Strategic objective 1.4:** By 2028, partnerships and collaborations within and among stakeholders-agencies of CRVS are strengthened
        - **Strategic objective 1.5:** By 2028, standardization of competency and staffing complement of local civil registry offices
        - **Strategic objective 1.6:** By 2028, a CRVS Capacity Development Plan is in place

        - **Strategic objective 1.7:** By 2028, a CRVS Monitoring and Evaluation Plan is in place
    - **Strategic goal 2:** Universal and responsive civil registration of births, deaths and other vital events
    - **Strategic goal 3**: Improved accuracy, quality, timeliness, and completeness of CRVS data on births, deaths and other vital events
    - **Strategic goal 4**: Increased awareness, support and utilization of CRVS data

**Additional resources**
Annex 19. CRVS-SAP template

## 1.3 Examine potential implications on the enabling environment

As part of determining the feasibility of the CRVS-SAP, the core team should examine how any new processes or changes to the system (as defined in the goals, outcomes, and/or objectives), might affect the broader civil registration, vital statistics, and national identity management systems, including what other changes need to occur within the enabling environment. This task should be carried out by the core team through a consultative process, ideally in a meeting with only a few relevant stakeholders. The team should discuss and document the changes needed for each organizational capability to implement the new process.

**Table 5** provides an example of the potential changes and requirements needed to implement a redesigned birth registration process to decrease the number of visits needed for completing registration and obtaining a certificate. Depending on the implications of the redesign, the team may decide that the proposed processes need further adjustments.

**Table 5 Worked example of potential changes and requirements to the enabling environment**

| Enabling environment characteristic | Examples of potential implications of redesign and required changes |
|---|---|
| **Business processes** | Community Health Workers will be designated as informants of birth registration. As such, they will complete and submit the birth registration application and collect the birth certificate on behalf of the family. The health facility, hospital, or other data entry point will enter registration information into the central IT system and print the birth certificate. Therefore, the CRVS organizational structure will change. |
| **Human resources** | Community Health Workers and staff at health facilities, hospitals, or other data entry points will need to be trained on the new process, forms, and technological requirements. |
| **Financial resources** | Budgets may need to be adjusted, or domestic resources may need to be mobilized to fund new process commitments. |
| **Physical infrastructure** | Health facilities, hospitals, or other data entry locations will have to be assessed for their ability to accommodate new services (such as dedicated offices, office equipment, etc.) and be adjusted accordingly. |

| | |
|---|---|
| **Information technologies (IT)** | The new process will require an IT solution that will link electronic data capture at health facilities, district hospitals, or other data entry locations to the central civil registration IT system. |
| **Management and coordination** | A monitoring system will need to be designed, implemented, and managed to allow for measurement and reporting on the performance of the certification process. |
| **Policies, laws and regulations** | The legal and regulatory framework must be amended to:<br>• Establish Community Health Workers as informants for the civil registration of births<br>• Allow registration information to be entered and birth certificates to be printed at a health facility, hospital, or other data location<br>• Permit Community Health Workers to pick up and deliver birth certificates to family<br>• Ensure strict data security and protection procedures are in place, to minimize the risk of fake birth certificates being created and prevent unwarranted access to the central IT system. |

## 1.4 Compile a strategy map

The strategy map is a dynamic visual tool that describes and communicates the strategy (see **Figure 8**). This is distinctly different from the business process maps used in Stage 1. It ensures that the strategic objectives are balanced, covering all aspects of the CRVS system. As the strategy map shows cause-and-effect relationships, it allows organizations to:

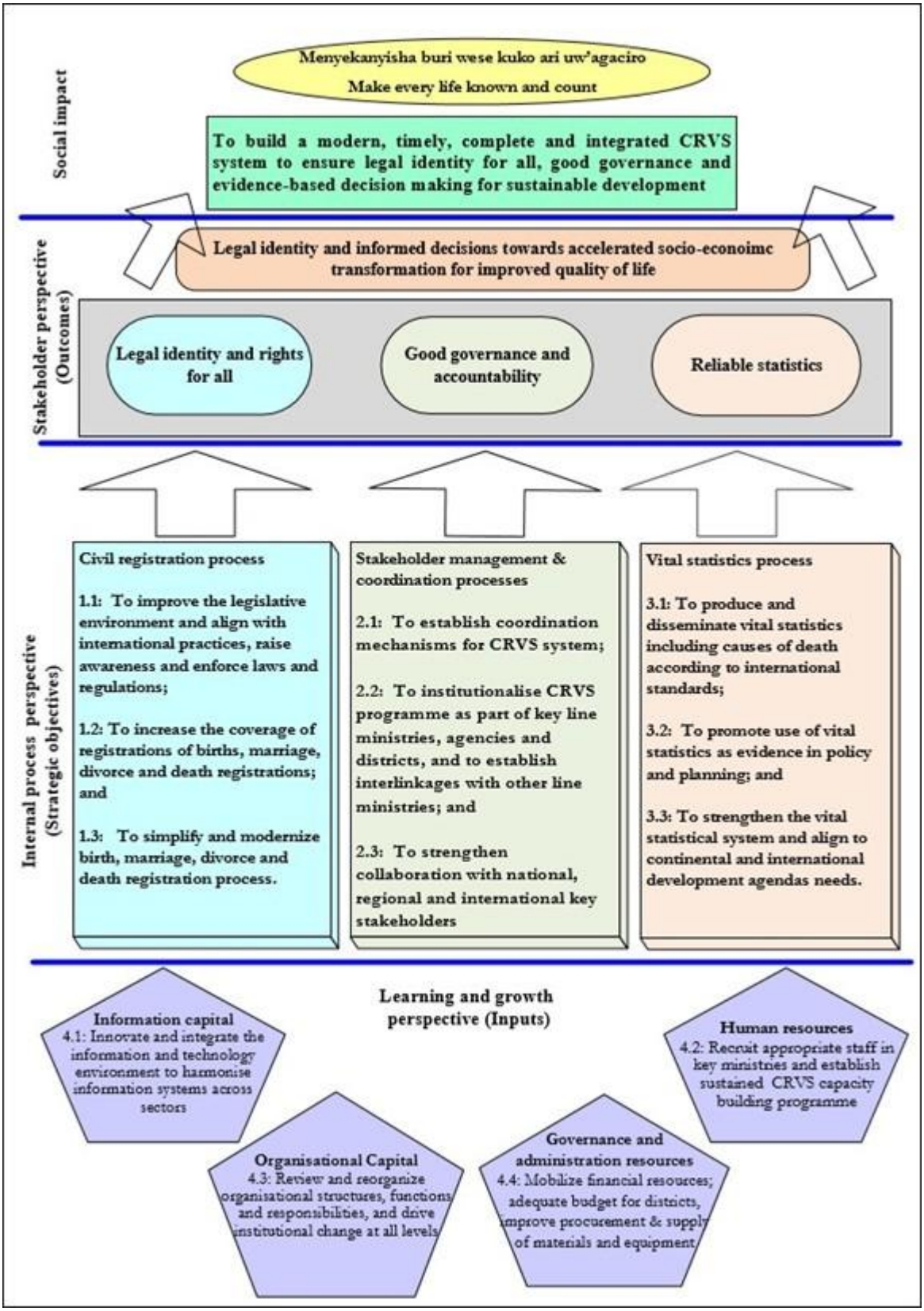
- clarify strategies,
- identify key internal processes that drive strategic success,
- align investments in people, technology, and organizational capital for the greatest impact, and
- expose gaps in strategies and take early corrective action.

Strategy development is an iterative process. Following the compilation of this strategy map, the strategic objectives and sub-objectives should be revisited.

**Additional resources**

What is a business strategy map and why is it important?
Having trouble with your strategy? Then map it

**Figure 8 Example strategy map from the National CRVS Strategic Plan of Rwanda**




**Available at:** http://statistics.gov.rw/sites/default/files/documents/2025-02/CRVS_Strategic%20Plan_Final_Final_14_June-2017.pdf

## 1.5 Identify strategic risks

Every single element of strategy can be influenced to some extent by uncertainty. While the concepts of risk and uncertainty commonly conjure images of what could go wrong, the idea of managing strategic risk includes consideration of seizing opportunities as they arise.

Risks can be externally based (for example, “what happens if disaster strikes the community?”) or internal (for example, “what happens if a key statistician suddenly retires, or a critical piece of technology fails?” or “what if the government does not mobilize sufficient resources to co-finance the improvement process or sustainably maintain the improved system?”). These occurrences are usually unexpected and can become a major distraction that prevents the entire organization from executing the planned strategies.

Organizations that are faced with risks realize that they may have to abandon strategies; ideally, they adapt and change the course of the originally developed strategies. The worst-case scenario occurs when organizations forge ahead with strategies that are no longer appropriate simply because they appear on a strategic plan.

Effective risk management includes:

1. **Risk Identification**: The first step to managing risks is to identify them. Many risks can be divided into risk categories, like technical or organizational, and listed out by specific sub-categories like technology, interfaces, performance, logistics, budget and financing, etc.
2. **Risk Assessment**: Once the risks are identified, they need to be prioritized by looking at their likelihood and level of impact. In most cases, a risk assessment matrix is used to do so (see **Figure 9**). This provides an idea of how likely the risk is to impact project success as well as how urgent the response will need to be.
3. **Risk Mitigation**: Now it’s time to create a contingency plan with risk mitigation actions to manage risks, usually recorded in a risk response plan. You also need to define which team members will be risk owners, responsible for monitoring and controlling risks.
4. **Risk Monitoring**: Risks must be monitored throughout the CRVS-SAP life cycle so that they can be controlled.

As part of overall risk management, the core team should determine for which population(s) risk differs, whether this is a function of broader power systems, and what this means in terms of risk mitigation and monitoring.

**Figure 9 Example risk management matrix**

| Risk Matrix | | Severity | | | | |
|---|---|---|---|---|---|---|
| | | Insignificant | Minor | Moderate | Major | Severe |
| Likelihood | Almost Certain | Medium | High | Very High | Very High | Very High |
| | Likely | Medium | High | High | Very High | Very High |
| | Possible | Low | Medium | High | High | Very High |
| | Unlikelyh | Low | Low | Medium | Medium | High |
| | Rare | Low | Low | Low | Low | Medium |

# Step 2. Develop the action plan

An action plan for CRVS systems improvement describes the comprehensive set of activities, required resources based on the costing (or other) analysis/study commissioned in Stage 0, and phases for implementing the national CRVS strategic plan. The development of the action plan should adopt a multi-stakeholder approach. This will ensure the commitment of participating actors and will greatly improve chances that action plans will be realistic and implementable.

The action plan should be developed iteratively, similar to development of the strategic plan. An initial plan should first be drafted based on the CRVS strategic plan. It is then refined based on a country's constraints (such as funding) and environment. This approach ensures that the plan is grounded in the current context but is not overly constrained. It also allows for the identification of activities that could be implemented if additional resources become available. If a previous action plan exists, the core team should review it before work starts.

As the action plan is developed and specific activities to implement that plan are elaborated, constraints or other observations may require the adjustment of the as-desired business process descriptions and maps. Detailing the activities may also indicate a need to revise the strategy. The core team should allow for such flexibility and make necessary changes to the strategy as well as the desired business processes.

**This step has three main activities:**

1. **Formulate the action plan**
2. **Determine the funding required to deliver the activities**
3. **Validation.**

## 2.1 Formulate the action plan

For each strategic objective, the core team should start by recording the following details:

- **Activities**: what are the main activities and action steps that need to be undertaken to achieve the objective?
- **Responsibility**: who will be responsible for doing them?
- **Completion date**: when will the activity be completed? In the worked example, timeframes have been provided, but try and be specific (i.e., provide the expected month and year of completion of the activity).
- **Progress indicators**: how will you measure achievement of the activity?

**Table 6 Worked example of activities for achieving the strategic objective "design a digital CRVS system within three years"**

| **Strategic outcome:** A universal and responsive information and communications technology (ICT)-based CRVS system | | | |
|---|---|---|---|
| **Strategic objective 1:** Design a digital CRVS system within three years | | | |
| **Activities** | **Entity responsible** | **Completion date** | **Progress indicators** |
| 1.1 Study the desired CRVS process maps to identify key areas that require ICT Intervention | National CRVS Committee | Within 6 months | Desired CRVS process areas that require ICT intervention established |
| 1.2 Define the CRVS systems requirements considering the desired CRVS processes | National CRVS Committee | Within 12 months | CRVS system's functional and nonfunctional requirements established and approved |
| 1.3 Define the CRVS information technology requirements considering the desired CRVS processes | National CRVS Committee and Ministry of ICT | Within 12 months | CRVS information technology requirements established and approved |
| 1.4 Conduct a comprehensive and consultative analysis of potential gaps in the existing digital systems | National CRVS Committee and Ministry of ICT | Within 18 months | Potential gaps in the existing digital systems for CRVS established |
| 1.5 Design the system architecture for the CRVS digital system | National CRVS Committee and Ministry of ICT | Within 24 months | System architecture for CRVS digital system established and approved |

## 2.2 Determine the funding required to deliver the activities

Implementation of the action plan requires both financial and nonfinancial resources. In Step 0, the financial sustainability task team initiated a costing study (or other analysis) to determine the resources needed to fully implement the CRVS improvement roadmap. During this sub-step, the task team should lead the process of determining an estimated cost for each specific activity in the action plan based on the results of the costing study/analysis. The team should also identify non-financial resources such as skilled workers or access to specialized equipment.

It is important to remember that many actions might be achievable without additional resources. Some improvements may even lead to cost savings, while others can be implemented through more efficient and rational allocation of existing resources. Basing the financial estimates on the costing study will generate confidence among stakeholders and decision-makers in the general accuracy of the estimates. Beyond two years it is recommended to present only rough cost projections. With an individual cost estimated for each activity, it is possible to produce cost summaries for each goal, which can be shown in an overview table with the strategic plan.

The CRVS Budget Sustainability Toolkit (9) provides a practical guide for government officials to identify and advocate for increased resource allocation to CRVS, including guidance on how to forecast, track and manage CRVS budgets for enhanced accountability and sustainability, and advocacy tools, templates, examples, and other resources to support implementation.

## 2.3 Validation

Validation of the costed CRVS-SAP is an important activity, usually conducted as part of a workshop, which ensures that stakeholders are informed of the plan. It also provides a way to verify the completeness and correctness of the plan through discussion. Given the resource implications of the plan, stakeholders from the Ministry of Finance should be included in the workshop, so they have the opportunity to review and discuss the costs of the draft CRVS-SAP. Their participation and buy-in are critical to domestic resource mobilization efforts in Stage 3.

The objectives of a validation workshop are to:

- share the costed CRVS-SAP with stakeholders and obtain their feedback,
- discuss and build consensus on the institutional arrangements for implementing the CRVS-SAP,
- obtain preliminary commitment to support implementation in terms of both human and financial resources, and
- agree on further steps to implement the CRVS-SAP.

The first step of the workshop should be to introduce the CRVS strategy map, to provide participants with an opportunity to reflect on the overall strategy, the agreed-upon direction, and the mission and vision to which the CRVS-SAP should be aligned. The strategic plan should then be presented before the presentation of the action plan. The presentation should include the methodology and development process followed, as well as an explanation of the action areas, outputs, associated activities, and costs, including how they were derived from the strategic plan and the costing study or other analysis.

Workshop participants should discuss and agree on the action areas and associated outputs before breaking out into groups for further review of the action plan for each action area. Participants should be given the opportunity to discuss and agree on the initial action areas and associated outputs, and they may delete, add, or amend them. This should be done in a breakout session in which the approved action area should be reviewed by stakeholders divided into teams that correspond to their areas of expertise.

The group should walk through and discuss all the activities of each output to identify missing, unnecessary, or incorrect activities, as well as activities that require amendment. At the end of the session, each team should present to the workshop participants in a plenary session for final validation. During the plenary session, the core team should respond to each comment and document the response.

Following the workshop, the costed CRVS-SAP should be submitted to the national CRVS committee for approval, along with an executive summary of the plan and a recap of key findings from Stage 1.

# Stage 2 – Summary

At the end of this stage, vision and mission statements for the CRVS system should have been reaffirmed, along with the strategy of how to get there – the goals, outcomes, and objectives.

A costed action plan should have been developed alongside the strategy, which outlines the action steps the organization will use to meet its goals, outcomes, and objectives, and the costs of these steps. The proposed changes to the system should be examined in terms of their potential implications on the enabling environment; at the same time, the activities need to be examined in terms of their demand on human and financial resources, physical infrastructure, policies, laws, and regulations, and so on. The draft costed CRVS-SAP should have gone through a validation process before being submitted to the relevant authorities for review and endorsement.

**Before moving to Stage 3, consider:**

30. Have the vision and mission statements been reaffirmed?
31. Have goals, outcomes, and objectives been reaffirmed, and sub-objectives developed, as necessary?
32. Are the proposed actions complete, clear, and costed?
33. Has the draft costed CRVS strategic and action plan been developed?
34. Has the final draft costed CRVS strategic and action plan been submitted to relevant authorities for review and endorsement (for example, the technical working group and/or national CRVS committee)?
35. Has the costed strategic and action plan been approved by the national CRVS committee?

**Additional resources**
Annex 10. Planning checklist

# References

9 **CRVS Budget Sustainability Toolkit**. Washington, DC: Global Health Advocacy Incubator; 2024 (https://assets.advocacyincubator.org/uploads/2022/05/Budget_Advocacy_Framework_CRVS.pdf).

# Annexes

- Annex 10. Planning checklist
- Annex 19. CRVS-SAP template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ESCAP
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for Asia and the Pacific


ECA


World Health
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# CRVS Systems Improvement Framework

## Stage 3: Implementation, and Monitoring & Evaluation

NOVEMBER 2025 (VERSION 2.0)

# Contents

# Introduction and overview

Stage 3 of the Framework outlines the process of mobilizing resources, implementing the national CRVS Strategic and Action Plan (CRVS-SAP), monitoring and evaluating the progress of implementing the CRVS-SAP, and monitoring and evaluating the performance of the CRVS system.

Some system improvements that are particularly innovative or represent a dramatic departure from current practice should be implemented to demonstrate feasibility and deliverability at initial scale. This will allow learning about technical and implementation issues related to the new process that may need refinement. Once issues have been identified and refinements made, national scale-up can begin.

Monitoring and evaluating CRVS system performance should be based on key performance indicators developed in Stage 1 and can be adjusted based on possible changes in context. This monitoring and evaluation should be a continuous process throughout improvement of the CRVS system. Data collected on improved system performance and its benefits should be used to justify to the Ministry of Finance and sectoral ministries that benefit from CRVS, the need for increased domestic investment in system improvement and sustainable domestic funding for the medium- to long-term, both at the national and subnational levels.

# Step 1. Implement the CRVS-SAP

**This step has three main activities:**

1. **Mobilize implementation resources**
2. **Review and refine the CRVS action plan**
3. **Determine the organizational structure and processes for implementation.**

## 1.1 Mobilize implementation resources

The availability of resources to support implementation of the CRVS-SAP is critical to improvement efforts. At this point, the financial sustainability task team should have the results from either a fiscal space or other analysis identifying the range of available funding sources, which they would have initiated or commissioned in Stage 0. The core team, with the support of the CRVS Advisor, should review the results of the analysis and using those findings, begin formulating a resource mobilization strategy for the costed CRVS-SAP. In this context, resources mean financial resources, human resources, and goods and services. The resource mobilization strategy will ultimately be handed over to the national CRVS committee, which will use the strategy to mobilize and secure the domestic and external resources needed to implement the CRVS-SAP.

Resource mobilization strategies provide an essential roadmap detailing how and from which sources resources might be secured and leveraged to meet resource requirements. The core team should ensure that key stakeholders, including officials from the Ministry of Finance, are engaged throughout the process, especially during strategy development. The results of resource mobilization will directly affect the scope and scale of the improvement effort.

**Figure 7** (shown previously) outlines the tasks for developing a resource mobilization strategy and when they occur during implementation of the Framework.

**Figure 7 Tasks in developing a resource mobilization strategy**


As the resource mobilization strategy is developed for CRVS improvement using the Framework, it is important to consider the long-term sustainability of the improved system once external resources are no longer available. Fortunately, the cross-sectoral and multi-level nature of the CRVS system means that there is a wider range of domestic funding streams—from multiple ministries, departments, and agencies at both national and subnational government levels— and thus more opportunities for domestic resource mobilization.

To strengthen CRVS financial sustainability, external funding mobilized for system improvement should be prioritized for capital costs such as infrastructure investment, while domestic financing should go to recurrent operational costs such as sufficient staffing and utilities (electricity, water, internet etc.,). Perhaps most critically, government and external partners must agree on a transition from external funding or co-financing arrangements to full government ownership of system improvement projects or

programs and ideally develop agreements at the start of those projects to ensure that government funding increases as external funding decreases.

Lastly, mobilizing resources for CRVS requires the communication of evidence to both government stakeholders and external partners on the substantial benefits and efficacy of improved CRVS systems to justify increased investment. For detailed step-by-step guidance on mobilizing domestic resources for CRVS improvement, the core team can refer to the CRVS Budget Sustainability Toolkit (9).

## 1.2 Review and refine the CRVS action plan

Once the resource mobilization strategy has been developed, the CRVS-SAP should be reconciled with the available human and financial resources. This may mean adjusting the as-desired process descriptions and maps, if sufficient resourcing was not secured. The scope and scale of operational targets will also need to be revisited. The core team, together with relevant stakeholders, should review and make any necessary changes to the CRVS-SAP to ensure that:

- responsible individuals or organizations are identified as leads,
- appropriate personnel and organizations are included for each action area and activities,
- realistic timelines and SMART objectives are set for each action area and for activities, and
- necessary and available resources have been identified.

During the review process, the core team should work to identify opportunities for coordinating and combining resources. The prioritization exercise in Stage 1 can be revisited to guide refinement of the action plan for implementation.

## 1.3 Determine the organizational structure and processes

The core team should determine the structure and process for implementing improvement efforts – and these should be documented in a change management plan. The tasks below outline the development of a change management plan.

### Task 1: Assign the responsibility for change management to a person or team

This individual or team should ensure that the changes brought by the improvement initiatives are adequately managed and communicated with all stakeholders.

While the national CRVS committee is usually responsible for ensuring that overall implementation of the CRVS-SAP stays on track, the technical working group and/or smaller “implementation teams” may be required to provide regular updates on progress. The technical working group or implementation teams should be responsible for:

- liaising with the individuals or organizations leading the implementation of each action area to make sure activities are coordinated with activities in other action areas, that activities stay on track, and that barriers are addressed
- formulating the monitoring and evaluation plan while ensuring the availability of appropriate tools to enable this process.

### Task 2: Identify the expected type and scope of change to create a change management plan

A change management plan consists of articulating how the team should:

- Create awareness among primary stakeholders (those for whom business process will be changing).
- Address resistance to change and create desire for change. Find out who feels they might be losing out because of the proposed change and reassure them of their value and role in the new process. Create desire for the change by explaining how it will lead to improvements that move the CRVS system closer to its goals.
- Create the ability to implement change by building the necessary skills and ensuring that supervision and reinforcement are planned for and available.
- Reinforce skills and new business processes over time.

### Task 3: Identify implementation obstacles

The core team should identify and document possible obstacles to implementing the redesigned processes and improving the enabling environment as well as the organizational capabilities. What key assumptions and dependencies must hold for the change to succeed?

### Task 4: Implement the change management plan

In this step, the core team should ensure that the scope of change and the change management plan are understood and implemented in collaboration with stakeholders. The team should communicate with stakeholders about when the changes will be put into effect and what transitional arrangements will be made to address problems during the transition to the new CRVS process.

## Step 2. Develop a monitoring and evaluation system

Monitoring and evaluation are essential for tracking whether interventions are being implemented as designed and having the intended impact, while also assessing unintended harms. By systematically collecting, analyzing, and sharing relevant, comparable, and accurate data on process, implementation, outcomes, and impact, decision-makers can improve accountability, understand delivery and allocation of resources, reflect and learn from outcomes, and share lessons learned with stakeholders. This helps to contribute to the broader evidence base on the impact of CRVS system-strengthening interventions. Monitoring and evaluation can also provide useful information for scaling and sustaining interventions.

Systems and processes for monitoring and evaluation, usually recorded in M&E plans, should include clearly defined measures including outcome indicators linked to the specific strategy and implementation indicators. The most important considerations when selecting indicators are for data to be readily accessible, clearly linked to the intended goal, and updated frequently enough to inform learnings and adaptive action. Each indicator should be:

- Directly related to the output, outcome or goal.
- Something that can be measured accurately using either qualitative or quantitative methods, and your available resources.

- If possible, a standard indicator that is commonly used in CRVS systems. Using standard indicators can be better because they are already well defined, there are tools available to measure them, and it fosters comparisons.
- Something that will be useful for decision making to improve the program. There is no point measuring an indicator if the results won't make any difference to decisions.

**Additional resources**
Annex 2. The 11 CRVS System Strategic Outcomes
Annex 15. Suggested key performance indicators for use with the Framework

Compendium of CRVS indicators (*resource in development*)
Guidance document on indicator selection (*resource in development*)

The performance of the improved process should be continually monitored and evaluated to determine whether the desired CRVS processes are delivering the desired results. This evaluation should also provide insights into further issues to be addressed through continuous improvement. In the case of detected underperformance, the CRVS processes need to be further analyzed to identify issues, bottlenecks, and root causes before taking further action.

**This step has six main activities:**

1. **Develop a logic model for the CRVS-SAP**
2. **Define the focus**
3. **Define the questions, methods, and timelines**
4. **Clarify roles and responsibilities**
5. **Plan for analysis and dissemination**
6. **Draft the plan.**

## 2.1 Develop a logic model

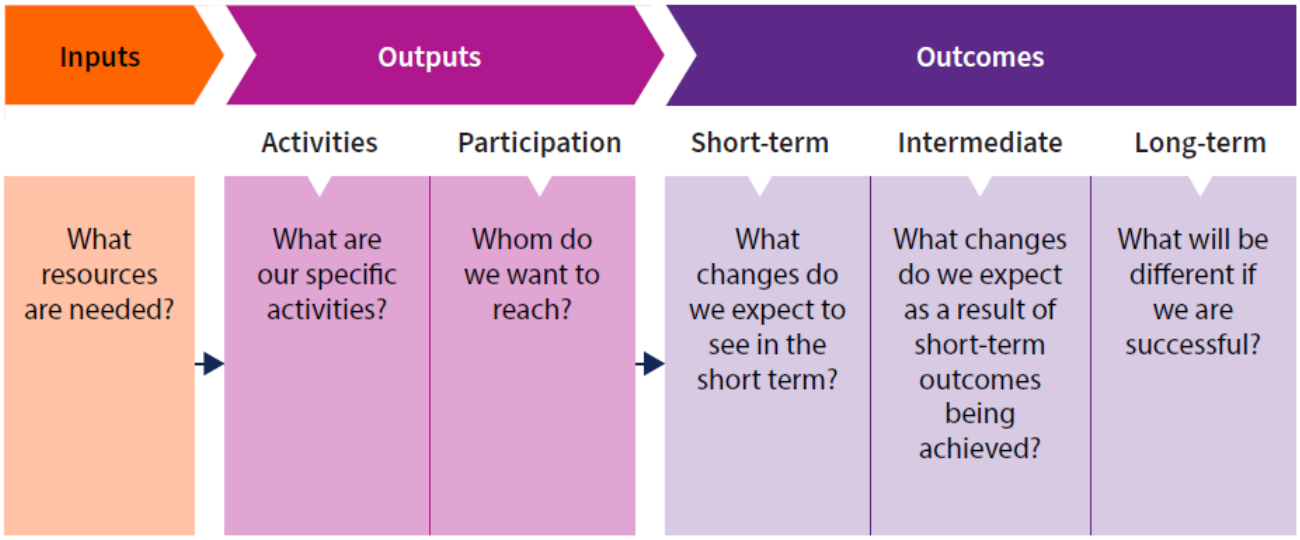
During Stage 1, key performance indicators (KPIs) for measuring the performance of the CRVS system were identified and recorded in the CRVS-SAR tool. The tool also captured the baseline and targets for the identified indicator and included sources and methods for collecting appropriate data for monitoring and evaluating CRVS system performance. During Stage 2, KPIs were identified for measuring progress of activities as part of implementing system improvements, which were recorded in the CRVS-SAP.

During this stage, the core team should bring the various indicators together and create a logic model, which will form the basis of the M&E framework. A strong strategic agenda should be underpinned by a robust programme theory of change. A theory of change is a useful way of bringing together existing evidence about a strategy, clarifying how the strategy is understood to work, and identifying gaps in the evidence. It can also be used to provide a conceptual framework for the evaluation of the strategy's implementation.

The theory of change can be represented as a diagram (a logic model) to guide the development, implementation and evaluation of the CRVS-SAP. A logic model is a visual representation of the inputs, activities, and outputs needed to achieve desired outcomes and goals (**Figure 10**). The logic model

helps clarify what the intervention will entail and what resources are required. The theory of change and the logic model are complementary tools that can be used together to enhance programme planning, implementation, and evaluation.

**Figure 101 Example of a simple logic model**




**Source**: Designing, implementing, evaluating, and scaling up parenting interventions: a handbook for decision-makers and implementers. Geneva: World Health Organization; 2024. Licence: CC BY-NC-SA 3.0 IGO. Available at https://www.who.int/publications/b/68499

**Additional resources**
WHO civil registration and vital statistics strategic implementation plan 2021–2025 (Figure 5: Indicators to monitor progress)

## 2.2 Define the focus

A clear distinction should be made in the M&E plan between: (i) monitoring and evaluating the progress of implementing the CRVS-SAP, and (ii) monitoring and evaluating the performance of the CRVS system.

M&E activities should be clearly defined at the outset, including the purpose of the activity—monitoring or evaluation (**Figure 11**). It is important to state who the intended users are of the information that will result, and when they will require the information. If the purpose is not clear, there is a risk that the activity will focus on the wrong issues, draw the wrong conclusions and provide recommendations that will not be useful to the intended users.

**Figure 11 Basic characteristics of monitoring, evaluation and impact evaluation**

| Monitoring | Evaluation | Impact evaluation |
|---|---|---|
| • Periodic, using data that is routinely gathered or readily attainable<br>• Focused on activity inputs and outputs of whether and how activities are being carried out as planned<br>• Assumes appropriateness of objectives, activities, and indicators<br>• Usually quantitative<br>• Cannot assess impact by itself | • Conducted often but not as part of routine data collection<br>• Goes beyond outputs to assess intervention outcomes<br>• Can address "how" and "why" questions<br>• Can identify intended and unintended effects<br>• Can use mixed-methods data from different sources<br>• Can assess change in outcomes but cannot always determine impact | • A specific form of evaluation that can assess impact and determine if it was generated by the intervention<br>• Infrequent and generally conducted as a separate research study<br>• Can address "how" and "why" questions (i.e. mediators and moderators)<br>• Can be used to assess the theory of change of an intervention and answer other questions about intended and unintended effects |

**Source**: Designing, implementing, evaluating, and scaling up parenting interventions: a handbook for decision-makers and implementers. Geneva: World Health Organization; 2024. Licence: CC BY-NC-SA 3.0 IGO. Available at https://iris.who.int/bitstream/handle/10665/378237/9789240095595-eng.pdf

## Monitoring

Monitoring is a function in which data on specified indicators are regularly and systematically collected to determine whether a policy, programme or project is running as originally intended or not. The purpose is to enable management to intervene so that the policy, programme or project can remain on track. Thus, monitoring regularly gives updates on the extent of progress made and achievement of objectives.

Monitoring is a continuous process designed to ensure that the implementation of the strategy remains on course; that management are alerted to any problems or potential problems such as deviations or failures in the implementation process before they reach crisis proportions; and that corrective actions are proposed to ensure that performance remains focused on the strategy by tracking inputs, activities (or processes) and outputs. The process involves collecting data on specified indicators regularly and systematically to determine that the strategy is being implemented as originally intended; otherwise, management should intervene so that implementation remains on track.

Monitoring covers all aspects of the process to deliver a plan and is useful for:

- tracking the reach of the plan
- tracking the level of implementation of all aspects of the plan
- identifying potential or emerging problems – whether the plan has been delivered as planned and whether modifications to the plan need to be made, and
- identifying new risks that might not have been foreseen during the planning stage, and which might call for new or revised risk mitigation measures.

The focus of monitoring is the:

- types and quantities of activities performed

- beneficiaries of those activities
- resources used to deliver the activities
- practical problems encountered, and
- ways in which such problems were resolved.

### Evaluation

Unlike monitoring, an evaluation is not a regular process, as it is undertaken at specific milestones or after the completion of a project or strategy. It provides an objective assessment of the project or strategy to determine its relevance, effectiveness, efficiency and impact. The objective of an evaluation is to extract lessons from what has gone or is going on to learn to do things better from then on, or the next time around. It identifies what works best, the factors for failure or success, and how to apply the lessons learned to improve design and performance in the future. Evaluation is a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision-making. It may assess relevance, efficiency, effectiveness, impact and sustainability.

Evaluations are primarily used for the following reasons:

- improving future performance of the CRVS system,
- improving accountability and transparency,
- generating knowledge about what works and what does not,
- improving decision-making, and
- assessing whether the CRVS-SAP has achieved the intended impact.

Evaluations usually assess the effectiveness of the strategy in producing change. Evaluations are undertaken when it is important to know whether and how well the objectives were met.

## 2.3 Define the questions, methods, and timelines

Several questions may arise over the life of the CRVS-SAP that might reasonably be asked at any point in time. Addressing the questions about plan effectiveness means putting resources into documenting and measuring the implementation of the plan and its success in achieving intended outcomes and, in turn, using such information to be accountable to all stakeholders.

Questions should reflect the purpose of the evaluation and the priorities and needs of the stakeholders. They should help focus the evaluation and provide information about the plan's components/activities. Evaluation teams need to classify the questions as overall progress, process, or outcome evaluation questions.

**Overall monitoring questions**

Overall monitoring questions are concerned with how well the plan is being implemented in general, and therefore tend to be fairly broad, for example:

- In what context is the CRVS-SAP operating?
- Is the plan accomplishing its intended results?
- What were the key achievements?
- Which factors have supported or challenged the implementation?
- Which parts of the plan are working? Which parts are not working? Do resources need to be refocused?

- How effective were the contracting and subcontracting arrangements that were established to support plan implementation and evaluation?

**Specific monitoring questions**

Monitoring questions are primarily concerned with the actual delivery of the CRVS-SAP – its governance and implementation. Monitoring questions should incorporate key process components of the logic model (inputs, activities, and outputs).

**Evaluation questions**

Evaluation questions are concerned with the effects of the delivery and operations of the action plan on the target population(s). They should address key outcome components from the logic model. Depending on whether they are short-, intermediate- or long-term outcomes, they can be reviewed annually, in the medium-term, or during the final review.

| Evaluation focus | Questions |
|---|---|
| Impacts and outcomes | • Have the plan impacts and outcomes been achieved?<br>• What impact has the plan had on populations facing the greatest inequalities?<br>• What unanticipated positive and negative impacts/outcomes have arisen from the program?<br>• Have all strategies been appropriate and effective in achieving the impacts and outcomes?<br>• What have been the critical success factors and barriers to achieving the impacts and outcomes?<br>• Is the cost reasonable in relation to the magnitude of the benefits?<br>• Have levels of partnership and collaboration increased? |
| Implications for future projects, programs, and/or policy | • Should the plan be continued or developed further?<br>• Where should it go from here?<br>• How can the operation of the plan be improved in the future?<br>• What performance monitoring and continuous quality improvement arrangements should be maintained into the future?<br>• How will the programme, or the impacts of the programme, be sustained beyond the funding timeframe? Will additional resources be required to continue or further develop the programme? |

The core team should decide on the *methods* for gathering data and *how often* various data will be recorded to track indicators. As the source of data depends largely on what each indicator is trying to measure, it is likely that several sources will be needed to answer all the questions. Once it is determined *how* data will be collected, it is also necessary to decide *how often* it will be collected. This will be affected by available resources and the timeline of the CRVS-SAP. Some data will be continuously gathered as part of routine CRVS processes, while other data will have to be specifically collected.

**Additional resources**
Annex 20. Data collection plan (template)

## 2.4 Clarify roles and responsibilities

The next element of a M&E plan is to clarify roles and responsibilities for each step in the process. It is important to decide from the early planning stages who is responsible for collecting the data for each indicator. The core team should discuss and agree on:

- Who will be involved in M&E activities
- What their specific roles are
- What responsibilities they have
- How much time they are expected to commit to M&E activities.

## 2.5 Plan for analysis and dissemination

The M&E framework should include a section with details about what data will be analyzed and how the results will be presented. Do staff need to perform any statistical tests to get the needed answers? If so, what tests are they and what data will be used in them? Consideration also needs to be given to how all the data from the indicators will be managed. This includes where it will be stored (on a computer, in hard copy files, in a database, etc.) and how privacy will be maintained.

As part of planning for dissemination, the following questions should be considered:

- How will M&E data be used to inform staff and stakeholders about the success and progress of the CRVS-SAP?
- How will it be used to help make modifications and course corrections, as necessary?
- How will the data be used to move the system forward and make processes more effective?

The M&E plan should include plans for internal dissemination among the CRVS system, as well as wider dissemination among stakeholders and donors. For example, the core team may want to review data monthly to make programmatic decisions and develop future workplans, while meetings with donors to review data and progress might occur quarterly or annually. Dissemination of printed or digital materials might occur at more frequent intervals. These options should be discussed by the core team to determine reasonable expectations for data review and to develop plans for dissemination early in the strategy. If these plans are in place from the beginning and become routine, meetings and other kinds of periodic review have a much better chance of being productive ones that everyone looks forward to.

**Additional resources**
Annex 21. Dissemination and utilization plan (template)

## 2.6 Draft the plan

A M&E plan is a document that outlines how a project or strategy will be monitored and evaluated. A plan should include clear and precise objectives, methods of data collection and analysis, timelines, and resources needed to complete the process. If any of these components are missing or inadequate, the plan may be ineffective in providing critical data necessary for improvement.

Once the previous steps are complete, the core team should bring everything together in one document. This document is often called the M&E plan, but it can also be called the M&E procedures, M&E standard operating procedures (SOP), or M&E system documentation. Regardless of the name the content is usually similar, and a basic structure is provided below.

**Basic structure of a monitoring and evaluation plan**

1. Introduction to CRVS-SAP
    - Goals and objectives
    - Logic model/Logical Framework/Theory of change
2. Indicators
    - Table with data sources, collection timing, and responsible persons/agencies
3. Roles and Responsibilities
    - Description of each person's and/or agency's role in M&E data collection, analysis, and/or reporting
4. Reporting
    - Analysis plan
    - Reporting template table
5. Dissemination plan
    - Description of how and when M&E data will be disseminated internally and externally

# Stage 3 – Summary

By the end of this stage, you should have a clear pathway of well-defined and costed actions and activities that will enable you to implement the CRVS-SAP. You should have completed resource mobilization, including confirming the required resources for activities and identifying sources and methods for financing implementation. Part of this may include adjusting the as-desired process descriptions and maps, if sufficient resourcing was not secured.

As part of effective implementation, a monitoring and evaluation system should have been developed, including identifying the measures of success and the data collection systems that will be used to monitor and review progress of the CRVS-SAP towards the expected outputs and outcomes. This should include identifying the internal and external stakeholders who need to be kept up-to-date of results from monitoring and evaluation activities.

**Consider:**

36. Have sufficient resources been mobilized to implement the CRVS-SAP?
37. If resourcing is not sufficient to implement the full CRVS-SAP, have aspects of the strategy and/or action plan been reviewed and adjusted, as necessary?
38. Has the structure and processes for implementing improvement efforts been determined, including clear roles and responsibilities as they relate to implementation?
39. Has a logic model for the CRVS-SAP been developed, which brings together all the KPIs as identified during Stages 1–3 of the Framework, and shows how inputs are linked with outcomes and goals?
40. Has a monitoring and evaluation plan been developed, which includes:
    - A clearly defined focus and scope
    - Key performance indicators
    - Questions, methods, and timelines
    - Roles and responsibilities of those involved
    - Plans for data analysis and dissemination.

**Additional resources**
Annex 10. Planning checklist

# References

9 **CRVS Budget Sustainability Toolkit**. Washington, DC: Global Health Advocacy Incubator; 2024 (https://assets.advocacyincubator.org/uploads/2022/05/Budget_Advocacy_Framework_CRVS.pdf).

# Annexes

- Annex 2. The 11 CRVS System Strategic Outcomes
- Annex 10. Planning checklist
- Annex 15. Suggested key performance indicators for use with the Framework
- Annex 20. Data collection plan (template)
- Annex 21. Dissemination and utilization plan (template)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