

KENYA



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Table of Contents

Acronyms	3
Objectives and Methodology for Individual Country Reports	4
OBJECTIVES	4
METHODOLOGY	4
Kenya at a Glance	5
The Journey Towards an Integrated CRVSID System	6
KEY MILESTONES	6
Civil Registration System	9
LEGAL FRAMEWORK	9
INSTITUTIONAL ARRANGEMENTS	9
BIRTH AND DEATH REGISTRATION	10
Birth registration	10
Death registration	11
MARRIAGE AND DIVORCE REGISTRATION	12
Vital Statistics System	12
ID System and Status of Interoperability with CRVS System	13
Lessons Learnt and Challenges	14
References	15
Annex	16
CASE STUDY ON THE IMPLEMENTATION OF CRVSID SYSTEM IN KENYA QUESTIONNAIRE	16

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Acronyms

ACRONYM	NAME
AFIS	Automated Fingerprint Identification System
CRD	Civil Registration Department
CRO	Civil Registration Offices
CRS	Civil Registration Services
CRVS	Civil Registration and Vital Statistics
KNBS	Kenya National Bureau of Statistics
NESC	National Economic and Social Council
NIIMS	National Integrated Identity Management System
NRB	National Registration Bureau
UPI	Unique Personal Identifier

Objectives and Methodology for Individual Country Reports

OBJECTIVES

This represents one of six case studies initiated by the UN Legal Identity Agenda (UNLIA) Task Force, examining the experiences of six nations: Bangladesh, Bhutan, Colombia, Kenya, Namibia, and Rwanda. The primary aim is to draw lessons from these countries, considering their diverse experiences and perspectives, regarding integrating their Civil Registration and Vital Statistics (CRVS) systems with their population register/ID systems. While this may be a relatively small sample size, these case studies offer valuable insights that can benefit other countries embarking on a similar journey. By doing so, they contribute to the overarching goal of UNLIA and help propel progress towards achieving the Sustainable Development Goals (SDGs) and their associated targets.

The study seeks to answer three fundamental questions:

1. How was the stock built? This pertains to the establishment of the initial population register.
2. When was the civil registration data linked to the population register/identity database? This explores the timeline of integrating civil registration data into the population register.
3. How long did the system transition from a transient to a steady state? This examines the duration required for the system to achieve a stable and sustainable state.

This case study and the others also aim to assess how the enabling environment and the organizational capabilities, including their legal and institutional frameworks, supported these countries in their efforts to develop their CRVSID systems.

METHODOLOGY

The approach to developing the case studies included desk review and country-specific questionnaire-based interviews. This study and the others were done remotely, which proved to be a limiting factor in efficiently accessing information through interaction with key stakeholders.

The desk review attempted to access normative and guidance documents and literature from global and regional organizations. Documents on legal frameworks, in-country assessment reports, assessments conducted by global and regional organizations, and other relevant documents were also reviewed. Information gaps were identified, and country-specific questionnaires were developed and distributed to the relevant individuals for their responses. Focused interviews were subsequently conducted with country officials and/or local focal points from organizations actively involved in supporting the Government in CRVSID activities. All interviews were recorded with the interviewees' permission.

Kenya at a Glance

Total population (2022)	54 million	World Bank
Percentage of urban population (2022)	29 %	World Bank
Expected number of births (2021)	1.5 million	Crude Birth Rate - from World Bank online data 2021
Expected number of deaths (2021)	0.4 million	Crude Death Rate - from World Bank online data 2021
Birth registration completeness level (2021)	86%	Annual Vital Statistics Report, CRS, 2022
Death registration completeness level (2022)	55%	Annual Vital Statistics Report, CRS, 2022
Coverage of ID among population (15 + years)	91 %	World Bank ID4D dataset 2021

The Journey Towards an Integrated CRVSID System

KEY MILESTONES

YEAR	MILESTONE ACHIEVED
1904	Registration of Birth and Deaths introduced in Kenya. Registration for only Europeans and Americans residing in Kenya
1915	Native Registration Ordinance was passed, making it mandatory for all male Africans 16 years and above to register and carry identification papers
1928	Birth and Death Registration Act Cap 149 enacted, which provided for the compulsory registration of births and deaths of Europeans, Americans, and Asians residing in Kenya.
1947	The Registration of Persons Ordinance, Cap. 50 of 1947 promulgated requiring all male persons, including Europeans, above 16 years, to register
1963	Birth and death registration was introduced to all citizens and foreigners residing in Kenya, beginning with Nairobi and Nyeri, on March 12, 1963. (Amended in 2012)
1971	The whole country was covered under compulsory registration
1978	The 1947 Ordinance on registration was amended to provide for compulsory identification, registration and issuance of identity cards to both male and female persons who attained the age of 18 years.
1978	National Registration Bureau established for registration
1989	Civil registration elevated to a full-fledged department in the Office of the President
1990	Civil registration services decentralized to the district
2005	Civil Registration Department (CRD) moved to the Ministry of Immigration and Registration of Persons
2005	A harmonized approach to registration of persons through the establishment of the Integrated Population Registration System (IPRS) initiated
2008	National Population Register established
2013	CRD renamed as Civil Registration Services (CRS) and moved to the Ministry of Interior and Coordination of the National Coordination Birth and death registration services expanded to include Kenyan citizens living abroad First Kenya Vital Statistics Report published

YEAR	MILESTONE ACHIEVED
2018	The Government established the National Integrated Identity Management System (NIIMS) programme through Executive Order Number 1 of 2018 – this programme has been code-named Huduma Namba
2019	Around 39 million persons were registered in NIIMS, with each receiving a unique identity number called a Huduma Number (Huduma Namba in Swahili)
2021	Huduma Bill was introduced in the Parliament – proposed to consolidate and harmonize the law on the registration of persons; to facilitate assigning of Huduma Namba and issuance of identity documents; to facilitate registration of births and deaths
2023	The Government decides to provide Unique Personal Identifier (UPI) to every child at birth

The first law, known as the Births and Deaths Registration Act Cap. 149, was enacted to provide for the compulsory registration of births and deaths of Europeans, Americans, and Asians residing in Kenya. After independence in 1963, birth and death registration were introduced to all citizens and foreigners residing in Kenya, starting with Nairobi and Nyeri on March 12, 1963. The Act mandates the compulsory registration of births and deaths within the country's territory, irrespective of nationality. Over the years, this Act has undergone multiple reviews and amendments, with the most recent revised version in 2012 currently in use.

Identity management in Kenya dates back to 1915 when the British Colonial Government passed the Native Registration Ordinance, making it mandatory for all male Africans 16 years and above to register and carry identification papers. Identity cards (IDs) were introduced to control the movement of Africans, facilitate payment of Hut Tax, and enable the recruitment of male Africans into colonial labour. The Registration of Persons Ordinance, Cap. 50 of 1947 required all male persons, including Europeans, above 16 years to register.

The 1947 Act was amended in 1978 to include provisions for compulsory identification, registration, and issuance of identity cards to both male and female Kenyans who have reached the age of 18 years. This amendment also led to the establishment of the National Registration Bureau (NRB). The NRB's responsibilities include registering all eligible Kenyan citizens, aliens, and refugees, as well as collecting their unique automated fingerprints, and issuing relevant identification documents.

The first attempt to build a National Population Register through an Integrated Population Registration System (IPRS) was initiated in 2015 following the recommendations of the National Economic and Social Council (NESC) to expedite the integration of registration systems. In 2008, the National Population Register was established and populated with available data from the National Registration Bureau (NRB), Immigration, and Refugee Affairs¹. Starting in 2013, all birth and death registration records from past years, dating back to the year of independence, were scanned and digitized. The IPRS database was gradually updated by migrating legacy data on birth and death registration. However, for several reasons, the IPRS did not achieve its envisioned status as the single source of truth. Firstly, there was no effective mechanism to update the register through the birth and death registration system. Additionally, the varying data standards across the provider databases posed challenges in validating data to de-duplicate records.

¹ Around 27.4 million records identity records into IPRS

One of the significant organizational steps, signalling the Government's intention to build an integrated and holistic CRVSID system, was to reposition the Civil Registration Services (CRS) and NRB, among other agencies, under the newly created Ministry of Interior and Coordination in 2013.

Kenya produced its first-ever vital statistics report in 2013, among the few countries in sub-Saharan countries to produce a vital statistics report.

While the Government continued its effort to the seemingly arduous task of cleaning up the IPRS, the registration for new identity, issuance of Identity cards and other services related to identity continued to be delivered by the NRB. However, the NRB was not a population register as it covered people from the age of 18 years onwards.

Since the IPRS remained in a state of flux for a prolonged period, the Government took action through Executive Order No. 1 of 2018 to establish the National Integrated Identity Management System (NIIMS) programme. The primary objective of NIIMS was to create and manage a centralized master population database, serving as the authoritative 'single source of truth' for an individual's identity. This comprehensive database was intended to encompass information on all Kenyan citizens and foreign nationals residing in Kenya. The program was code-named "Huduma Namba."

In order to provide proper legal backing to the establishment of NIIMS, the Government in 2021 introduced a Bill in the Parliament called the Huduma Bill 2021. The purpose of the Bill was "to provide a primary law on civil registration and legal identification management; establish a National Integrated Identity Management System; provide for enrolment into the NIIMS; assigning of Huduma Namba and issuance of legal identity documents; facilitate the registration of births and deaths, promote efficiency of public services; and connected purposes." It is important to note that the Bill proposed to repeal the Birth and Death Registration Act and the Registration of Persons Act. However, any other act or thing done under the repealed Acts, including the identity documents issued under the Registration of Persons Act, will be deemed valid. The Huduma Bill was, therefore, a serious attempt to establish a comprehensive law for establishing and maintaining the CRVSID system in line with the UNLIA framework.

The Huduma Bill faced multiple litigations during the public consultation process due to various issues, and it has not found favour with the current dispensation. Last year, The High Court declared Huduma Namba project illegal for conflict with the Data Protection Act². It is not clear if the Bill has been returned by the Parliament³. However, before the process was stalled, over 37 million Kenyan residents were enrolled through a mass campaign method within a short period⁴.

The Government has initiated the implementation of a digital birth and death registration system whereby every newborn will be assigned a Unique Personal Identifier (UPI). UPI will serve as the official reference for a host of services that currently require different identities. The services that will utilize UPI include school's admission number and index number, as an ID number when someone attains 18 years, the registration number for the National Hospital Insurance Fund (NHIF), the National Social Security Fund (NSSF) and the Driving License Number⁵.

2 This is based on some newspaper report.

3 The Bill is still available in the Parliament website- [Huduma Bill, 2021 | The Kenyan Parliament Website](#)

4 It will be important to note that this mass enrolment was to be deemed to be valid under this Act.

5 Based on multiple print media reports in February 2023, this is yet to be verified from the government.

Civil Registration System

LEGAL FRAMEWORK

The registration of births and deaths in Kenya is governed by the Births and Deaths Registration Act Cap. 149, Laws of Kenya, enacted in 1928. The Act was last reviewed in 1972, and the current revised version in use dates back to 2012. Between 1963 and 1971, four subsidiary legislations were introduced, with the Registration of Birth and Deaths Registration Rules being the most significant. These rules primarily outline the procedures for birth and death registration. Additionally, a child's right to be registered under the Act immediately after birth is provided under Section 7(2) of the Children's Act (Act 29 of 2022) related to adoptions⁶.

The Legitimacy Act CAP 145 (1931) grants the CRS the mandate to re-register births of people who were born illegitimate but have been legitimated by the subsequent marriage of their parents or upon recognition.

The Marriage Act Number 4 of 2014 (referred to as "the Act") Section 6 of the Act recognizes five different types of marriages: a) Christian Marriages; b) Civil Marriages; c) Customary Law Marriages; d) Hindu Marriages; and e) Marriages under Islamic Law. The Marriage Act of 2014 govern marriage registration in Kenya and is compulsory. Divorce is covered under the same Act, and each type of marriage has unique requirements for dissolution. The registration of a customary marriage is only applicable to Kenyans who have undertaken the necessary rituals under the respective African Customary Law.

INSTITUTIONAL ARRANGEMENTS

At the national level, the Civil Registration Services under the Ministry of Interior and Coordination is responsible for coordinating and managing the CRVS system in the country. A Director heads the CRS central office and has five divisions, namely Field Services, Finance and Administration, Research and Resource Mobilisation, Statistics and Central Records, and Foreign Registration, which are headed by a Deputy Director. Notably, the Statistics Division is responsible for the production of Annual Vital Statistics Reports based on data collected from the local registration centres.

Marriage, divorce, and annulments fall under the jurisdiction of the Office of the Attorney General and the State Department of Justice. However, there is currently no system to facilitate the exchange of information between CRS, the Office of the Attorney General, and the State Department of Justice.

The Assistant Chiefs at the sub-location levels and designated medical personnel in health facilities are responsible for the collection of applications for birth and death registration occurring at home and health facilities, respectively. The registration is completed in local registration centres established in 142 sub-county administrative offices and 52 common service centres known as Huduma centres.

⁶ Section 7 (1) of the Act states that ' Every child shall have a right to a name and nationality and, as far as possible, the right to know and be cared for by their parents'. Therefore, Section 7(1) and 7(2) read together is fully aligned to the Article 7 (1) of Conventions on the Rights of the Child.

BIRTH AND DEATH REGISTRATION

The registration of births and deaths is primarily conducted manually in Kenya, except for Nairobi, where the issuance of birth certificates has been automated. Health facilities in public and private sectors are responsible for facilitating the registration of birth and death events occurring within their premises by filling in the application on behalf of the parents/family. For events happening at home, assistant chiefs at the sub-locations support parents/families to fill in application forms for registration. Additionally, some of the Mother and Child Health (MCH) centres assist in registering births when mothers or family members bring their children for vaccination, especially if the child's birth has not been reported for registration yet.

The actual registration process takes place at designated Civil Registration Offices (CRO) located in 142 sub-counties across the country and 52 Huduma centres equipped with registration facilities. Informants submit their applications at health facilities (for facility births and deaths) or to assistant chiefs or MCH centres (for home births only) to process their applications. This process involves verifying and validating the submitted information in a specified application form⁷, and the informant receives an acknowledgement for collecting the birth/death certificate at a later date from the sub-counties. The processed applications and the relevant documents are then sent to the designated local registration offices in the sub-counties for further verification before being finally registered by the civil registrar.

The main difficulty lies in that the certificate can only be obtained from the registration centres located in the sub-counties and Huduma centres situated at considerable distances.

Despite the existence of an electronic database for Civil Registration and Vital Statistics (CRVS) known as CRVSS, its primary use remains limited to recording birth and death data registered within the Nairobi area. Although all CROs are equipped with a computer, printer and scanner⁸, only a few CROs are connected to the central server and can directly input data into the CRVSS database. Besides, the current backend system struggles to cope with heavy traffic, especially when multiple nodal data entry points attempt to upload data simultaneously. Consequently, CROs have resorted to entering data into their local computers offline, subsequently transferring the information to the headquarters periodically using external media such as pen drives. Additionally, registration forms are scanned by CROs and then transmitted to the headquarters using external hard drives.

Birth registration

As mentioned earlier, the registration of births in Kenya is a fully manual system, except for Nairobi, where automated certification services are available. Despite relying on a predominantly manual system and having only a limited number of local registration centres, Kenya has achieved an impressive birth registration level of 86%, according to the latest data available (2020). This success can be largely attributed to the country's proactive approach to bringing registration services directly to families' doorsteps.

7 The application forms for births (B1) and deaths (D1 and D2) are single-page forms used for the entire registration process, from application to final registration. See Appendices in Kenya Vital Statistics Report at [Vital Statistics- Kenya National Bureau of Statistics \(knbs.or.ke\)](http://Vital Statistics- Kenya National Bureau of Statistics (knbs.or.ke)). The top section of the forms is designated as the 'acknowledgement for birth notification' and 'burial permit' for birth and death, respectively. The bottom section of the forms is titled the 'register of birth' and 'register of death' for birth and death, respectively.

8 This makes it possible for the local CROs at the sub-county level to issue printed birth and death certificates upon application.

In cases where births occur in health facilities, designated personnel at the facility act as informants and assist parents or family members in filling out the birth registration application form. Some information, such as the date of birth, sex of the child, and birth weight, may already be available in the hospital records and is filled in by the health personnel. The particulars of the father and mother are verified using specified documents provided by the parents, and their signatures are obtained on the application forms. The required documents for submission include copies of the parents' identity documents, such as national ID, passport, or alien ID.

Once the birth application is completed to the satisfaction of the parents or family members, the health facilities, acting as informants, send the filled-in applications in batches along with the corresponding documents to the appropriate CROs⁹. An acknowledgement, which is the top part of the birth application form, is signed and returned to the parents or family members. This acknowledgement is used to obtain birth certificates from the sub-county registration centres.

For births at home, the assistant chief at the sub-location performs the function of the registration agent. They help the parents/family members fill in the application form and, after due verification, send the complete form to the CROs for final registration. Births have to be reported for registration within six months of their occurrence¹⁰.

Obtaining a birth certificate in Kenya requires individuals to physically visit the local registration centres, present the necessary documents, and pay a fee of 50 Kes to apply for a birth certificate for timely registration. However, the considerable distance to these registration offices and the associated direct and indirect costs deter many from pursuing the certificate. Consequently, only a mere 15¹¹ per cent of the birth certificates of children under age one are actually collected. In Nairobi, there is an alternative option available to residents. They can access the civil registration services portal through a centralized government service portal, allowing them to monitor the progress of their certificate preparation online. This streamlined approach aims to simplify the process and encourage more individuals to obtain their birth certificates easily.

Death registration

The death registration process is similar to the birth registration process described above. For death registration, two separate forms are used: Form D1¹² is utilized for deaths occurring in health facilities and includes a section for recording the medical certification of cause of death, while Form D2 is used for deaths occurring at home.

In the case of deaths, the top part of form D1 and D2 functions as a burial permit, which is provided by both the health facilities and assistant chiefs to the deceased's family members. This permit is given upon the provision of necessary death information for registration purposes. Subsequently, the family members utilize this burial permit to acknowledge having reported the death event. They can then use it later to obtain the death certificate. A fee for Kes 50 is charged for even the first copy of the death certificate.

9 Health facilities send the filled in applications twice a month and the Assistant Chiefs every three to four months

10 The time limit specified for registration of births is highest in Africa.

11 Demographic and Health Survey, Kenya 2022

12 D1 is also used for community deaths where a post-mortem has been done.

MARRIAGE AND DIVORCE REGISTRATION

The registration of marriages, divorces, annulments, and judicial separation falls under the purview of the Office of the Attorney General and the State Department of Justice. However, there is a lack of available data regarding the registration rates for marriages, divorces, adoptions, and nullities. These registrations are paper-based and not integrated with civil registration or the national identity system. Moreover, marriage certificates are not obligatory to prove parents' marriage during birth registration.

Recent legal reforms have enabled individuals who have undergone customary rites associated with their communities to register their marriages, provided they can provide evidence of their age (such as a birth certificate or ID card with their date of birth). They must inform the Registrar of Marriages within 90 days of their intention and follow the prescribed business process, including payment of the required fee.

Vital Statistics System

Kenya stands out as one of the few countries in Africa that produces an annual vital statistics report on a timely basis, with the latest report being for the year 2021, published in 2022. Despite collecting a significantly large number of core data items recommended by the UN as part of the registration application, the country only tabulates and presents one out of the 20 recommended minimum tabulations for live births and two out of the 13 recommended for deaths as per UN guidelines. The process of entering statistical data items from the registration forms (B1, DI, and D2) currently involves using Excel sheets, which are sent every month to the CRS through email¹³. It is worth noting that Kenya is among the few countries in Africa where the responsibility for the compilation of vital statistics lies with the civil registration office and not with the national statistics office. The Kenya National Bureau of Statistics (KNBS), however, is actively involved in validating and analyzing the report before it is released.

¹³ It would be important to note that events that registered with 6 months of occurrence are included in the vital statistics. The impact on the compilation of completion rates needs to be examined, as the denominator, which represents the expected number of events, relates to one year.

ID System and Status of Interoperability with CRVS System

In Kenya, the National Registration Bureau (NRB), under the Ministry of Interior and Coordination of National Government, oversees identity management. The Civil Registration Services (CRS) is also housed within the same ministry. The legal foundation for registering, producing, and issuing national identity cards lies in the Registration of Persons Act, Cap 107. These identity cards hold immense significance in the country, impacting security, social welfare, economic growth, and political progress. They serve the crucial purpose of identifying Kenyan citizens, facilitating voting procedures, and fostering economic activities. Due to its widespread utility, the national ID card enjoys immense demand among the Kenyan populace. It stands as the primary identification document for all citizens. Consequently, it is mandatory for all Kenyans above the age of 18 to possess the ID, as it is necessary for accessing various government services and conducting private sector transactions.

In Kenya, identity registration services are available at 47 Commissioners' offices at the county level and 52 Huduma centres across the entire country. For the initial registration of identity, certain essential documents must be submitted, including a copy of the birth certificate, parents' identity cards, death certificates of deceased parents (if applicable), and a recent photograph. During the registration process, fingerprints are collected through the Automated Fingerprint Identification System (AFIS) to ensure accuracy and prevent duplications. The vetting and validation procedures are conducted manually to diligently eliminate duplicates and thwart fraudulent requests, ensuring the integrity of the system.

The identity card contains vital information, such as the individual's name, sex, date and place of birth, date and place of issue, a photograph, a signature, and an image of one fingerprint. The National Identity (NID) is a sequential 8-digit number designed to accommodate Kenya's population size. The National Registration Bureau (NRB) handles the production of various identity cards, including those for citizens, refugees, aliens, and civil servants and staff badges. These identity cards are made of plastic material and currently do not contain a chip.

First-time registration is offered free of charge to encourage comprehensive participation. However, for replacements due to loss, defacement, or mutilation of cards, there is a nominal fee of Kes 100. Similarly, modifications to particulars incur costs ranging from Kes 300 to Kes 1000, depending on the nature of the changes.

The civil registration and national Id management systems are not interoperable. Given that the birth and death registration functions at the local levels are carried out manually, and the central database (CRVSS) is sporadically updated from these locally generated manual records, it leaves out any scope for interoperability. Furthermore, the NID management system only accommodates persons aged 18 years and above who seek to obtain identity cards. Therefore, by very nature, it is not designed to be updated using the birth and death registration system, or for that matter, with other vital events such as marriage and divorce.

The initial attempt to establish an integrated and life-cycle-based identity management system began in early 2019 with the development of a population register. During the first round of enrolment, over 37 million

residents were successfully enrolled and provided with a Huduma Namba. Subsequently, around 11 million cards were processed, and approximately 6.5 million of them were collected by October 2021. However, the program encountered a setback when it was halted due to a court directive, preventing the commencement of the second round of enrolment.

This program's primary objective was to randomly assign a unique and permanent personal identification number to each resident at birth or upon registration. This number would remain valid throughout the person's life and only expire upon death. To ensure seamless interoperability between the systems, the program aimed to integrate the birth and death registration law into the proposed Huduma Law. While progress was made in enrolling a substantial number of residents and issuing Huduma Namba cards, the program's advancement was interrupted by legal considerations. Nevertheless, the initiative showcased the Government's commitment to creating a comprehensive and efficient identity management system for the country's citizens.

Lessons Learnt and Challenges

In summary, Kenya's journey towards building a CRVSID system was that of hope and despair. Two attempts to construct national population registers remained incomplete due to different reasons. Moreover, substantial progress has not been made in fully digitalizing the birth and death registration system, which could potentially create a significant bottleneck in updating any population register that will eventually be established. The new approach, involving the issuance of a UPI at birth, is still in its infancy and may require considerable investment of resources and time to establish a fully digitalized civil registration system across the country.

Establishing and maintaining a comprehensive and resilient Civil Registration and Vital Statistics Identity (CRVSID) system requires the creation of a population register (the "stock") that is continually updated with vital events recorded in civil registration. This interoperability must be achieved in real time, utilizing advanced technology in the modern era. There are two main approaches to building a population register: a) utilizing existing databases, and b) conducting mass enrolment.

Initially, Kenya attempted to initialize the "stock" (IPRS) by leveraging existing databases. However, this effort could not be completed for various reasons, as discussed in section 3.6.2. Valuable insights from this initial approach led to a shift in strategy, and the "stock" (NIIMS) was then pursued through mass enrolment. However, the second attempt encountered obstacles and faced resistance from the public and certain governmental quarters. Concerns ranged from the proposed overhaul of organizational and management structures to issues related to privacy, confidentiality, and the potential exclusion of marginalized communities. Nonetheless, the Government remains steadfast in its commitment to advancing towards an integrated CRVSID system. As it embarks on this journey, the Government is now exploring a fresh approach that aligns with its ultimate goal of providing identity for all.

Kenya serves as a compelling illustration of how a country can achieve commendable levels of completeness in registration, especially concerning birth registration, even with a paper-based system and limited registration centres spread sparsely. By strategically employing health facilities for facilitating institutional births and deaths, as well as assistant chiefs and MCH services (exclusively for births) for events occurring at home, registration services have been effectively brought to the people's doorstep.

In Kenya, approximately 88% of deliveries occur in health facilities. Therefore, it would be possible to provide a one-step decentralized service where the child is registered in larger health facilities, and the mother is provided with the first copy of the certificate free of cost before she leaves the facility. This approach will help avoid the need for families to travel long distances to obtain a birth certificate. Kenya's civil registration and ID systems stand out for their inclusive and universal nature, encompassing all residents residing within the country.

While this study adequately addresses the challenges of building a CRVSID system, below are some specific challenges related to the civil registration system:

- a. Families in rural areas face the burden of travelling long distances to obtain birth and death certificates. Additionally, fees are required even for obtaining the first copy of the certificate. With the one sub-county registration centres covering 3 to 4 counties, access to registration centres is even more challenging.
- b. A significant proportion of events, particularly deaths, go unreported for registration, leading to system coverage gaps.
- c. The civil registration system's reliance on paper-based processes hinders the efficient delivery of services and compilation of vital statistics.
- d. The current process of completing registration in 6 months does not help the digitization efforts and providing services in real-time.
- e. The manual functioning of the registration system can be a significant bottleneck in the Government's efforts to establish a modern CRVSID system.

References

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4. Huduma Bill 2021, Kenya Gazette Supplement, National Assembly Bills 2021
5. Kenya Vital Statistics Report 2022
6. Kenya UNLIA Rapid Assessment Report ECA in collaboration with UNLIA Secretariat

Annex

CASE STUDY ON THE IMPLEMENTATION OF CRVSID SYSTEM IN KENYA QUESTIONNAIRE

UNICEF as co-chair of the UN Legal Identity (UNLIA) Task Force has commissioned case study on implementation of CRVSID system in six countries Asia, Africa, and Latin America – Bangladesh, Bhutan, Kenya, Namibia, Rwanda, and Columbia. The overall objective of the case study is to document the learnings from the experience that selected countries have had, so that many other countries benefit in their own journeys to build integrated CRVSID systems.

Although the study will offer some insights into the current operational status of the three systems (CR, VS, and ID management) individually, its primary objective is to learn about the interoperability of these systems. The country-specific case studies will attempt to answer the following questions:

- a. How was the “stock” built?
- b. When was the civil registration data was linked to the population register and/or national ID, and how?
- c. How much time did the system take to migrate from transient to steady state?

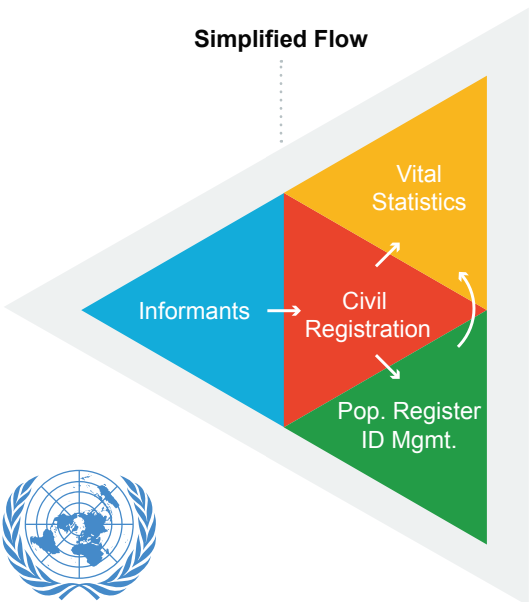
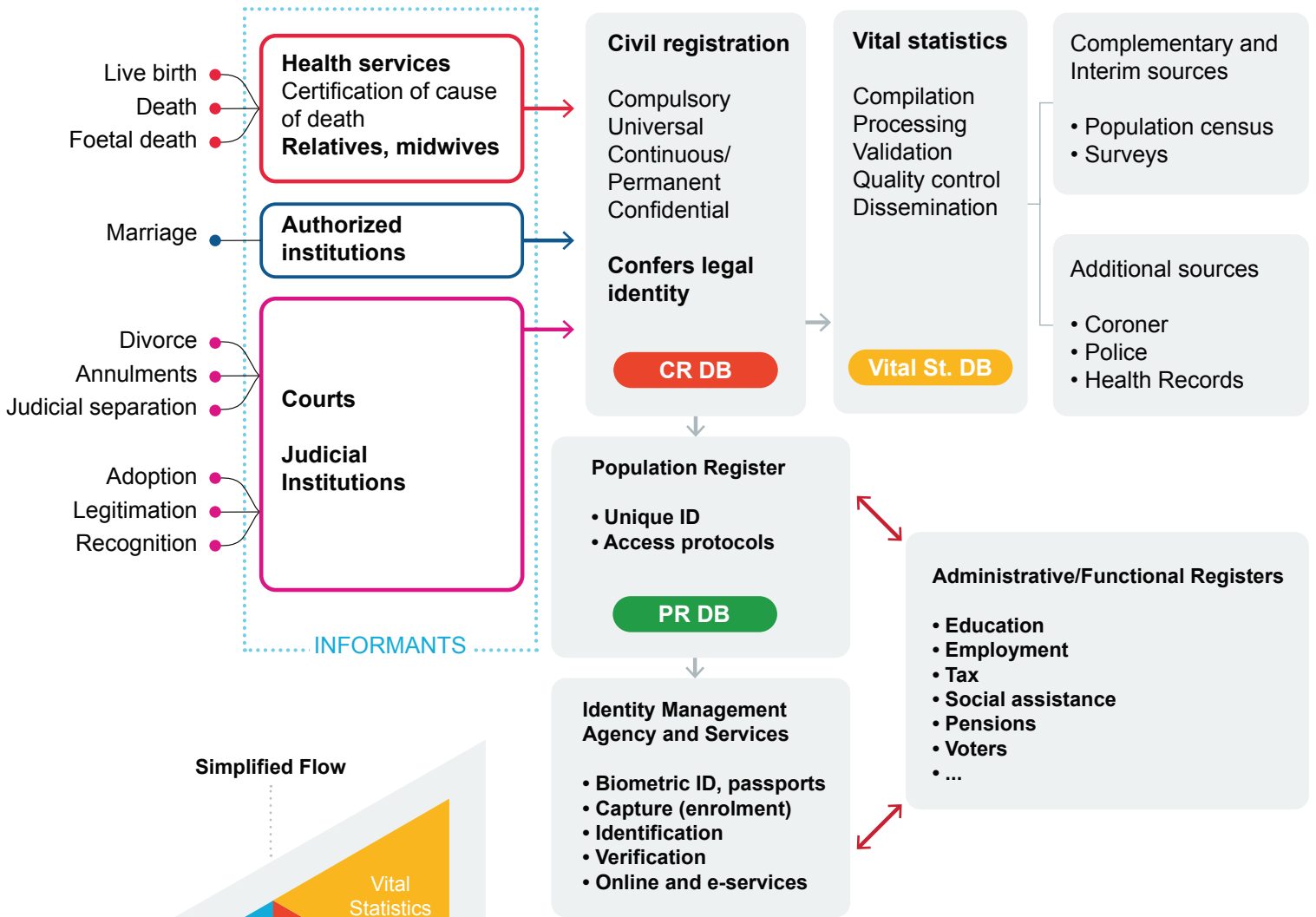
The studies will also include the steps taken by the countries in establishing organizational capabilities required for the efficient functioning of a CRVSID system, such as the legislative frameworks, organizational structure, human resources, ICT infrastructure, physical infrastructure, advocacy and communication and management and coordination.

We have gathered a significant amount of information through desk reviews and our team’s individual knowledge and experience working with Kenya. However, there some gaps in our understanding of the current system and future plans particularly related to the building a CRVSID system. The following discussion points and questions will help bring in clarity which is essential for us to write a case study that reflects the true situation on the ground.

1. Please confirm whether the below accurately reflects Kenya’s Journey towards the development of an Integrated CRVSIS System:
 - Kenya has faced challenges in establishing a National Population Register. In 2005, a harmonized approach was initiated to create an Integrated Population Registration System (IPRS), aiming to integrate all government population registration databases into one national database. The National Registration Bureau successfully migrated 27.4 million identity registration records into the IPRS. Starting in 2013, efforts were made to scan and digitize all birth and death registration records dating back to the year of independence. Legacy data on birth and death registration was gradually updated with the goal of updating the IPRS database. Despite these efforts, the IPRS remained in flux for 13 years, and identity cards were issued based on demand.

- In 2018, the National Integrated Information Management System (NIMS), known as Huduma Namba, was introduced. This system involved mass registration of the adult population with biometrics, issuing a new identity number called Huduma number, and a national identity card. The intention was to build and maintain an integrated civil registration and identification management system, connecting the Huduma number system with the birth and death registration system in real-time, referred to as the “flow.” However, the Huduma Bill faced opposition and was not enacted by the legislature, leading to public petitions being filed in court.
2. The Government of Kenya has announced plans to assign a unique identification number at birth to all children born in the country. This number will later be used in school and eventually become their national identity number. Between the introduction of this Unique Population Identifier (UPI) and the transition to the national ID at age 18, the Ministry is working on introducing a Third-Generation, smart, and digital ID.
 3. Has this system been initiated across the entire country, or is it being implemented on a pilot basis in selected areas? Our understanding is that full implementation may depend on the complete digitization of the CR system.
 4. How will children born before March 1, 2023, and below 18 years of age be covered? Will they have to wait until they turn 18 to apply for a national ID?
 5. The current population receives a national ID number and card from the National Registration Bureau (NRB), while the UPI will have a different number structure. Does this mean that individuals who reach 18 years of age will continue using the UPI? If not, will they be issued a new ID number similar to those issued by the NRB? If the former is correct, there may be two separate number series coexisting in the country for an extended period. We seek clarification on this matter.
 6. Are the B1, D1, and D2 forms filled out in duplicate by the informant/registration assistant or MCH centre? If not, is the original copy of the forms sent directly to the sub-county registration centres, with one copy sent to the sub-county registration office?
 7. Is the data from BI, D1, and D2 entered into the computer at the sub-county registration centres after manual registration? Do all registration centres have computers?
 8. Is the information on registered births and deaths finally stored in a central database at the CRVS headquarters? If so, how is the information on births and deaths registered in the sub-counties transferred to the CRVS database, if it exists?
 9. How do families collect birth and death certificates?
 10. Is there a plan to fully digitize the CRVS system? We seek a clearer understanding of the current business process for birth and death registration.

Given on the following page is the framework on CRVSID proposed under the UNLIA.



Key:

- CR DB: Civil Registration Database
- PR DB: Population Register Database
- Vital St. DB: Vital Statistics Database



This model represents a holistic approach to civil registration, vital statistics and identity management recommended by the United Nations, adapted from the United Nations *Principles and Recommendations for a Vital Statistics System, Revision 3*. It can be adjusted to national circumstances and governing structures as necessary.

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