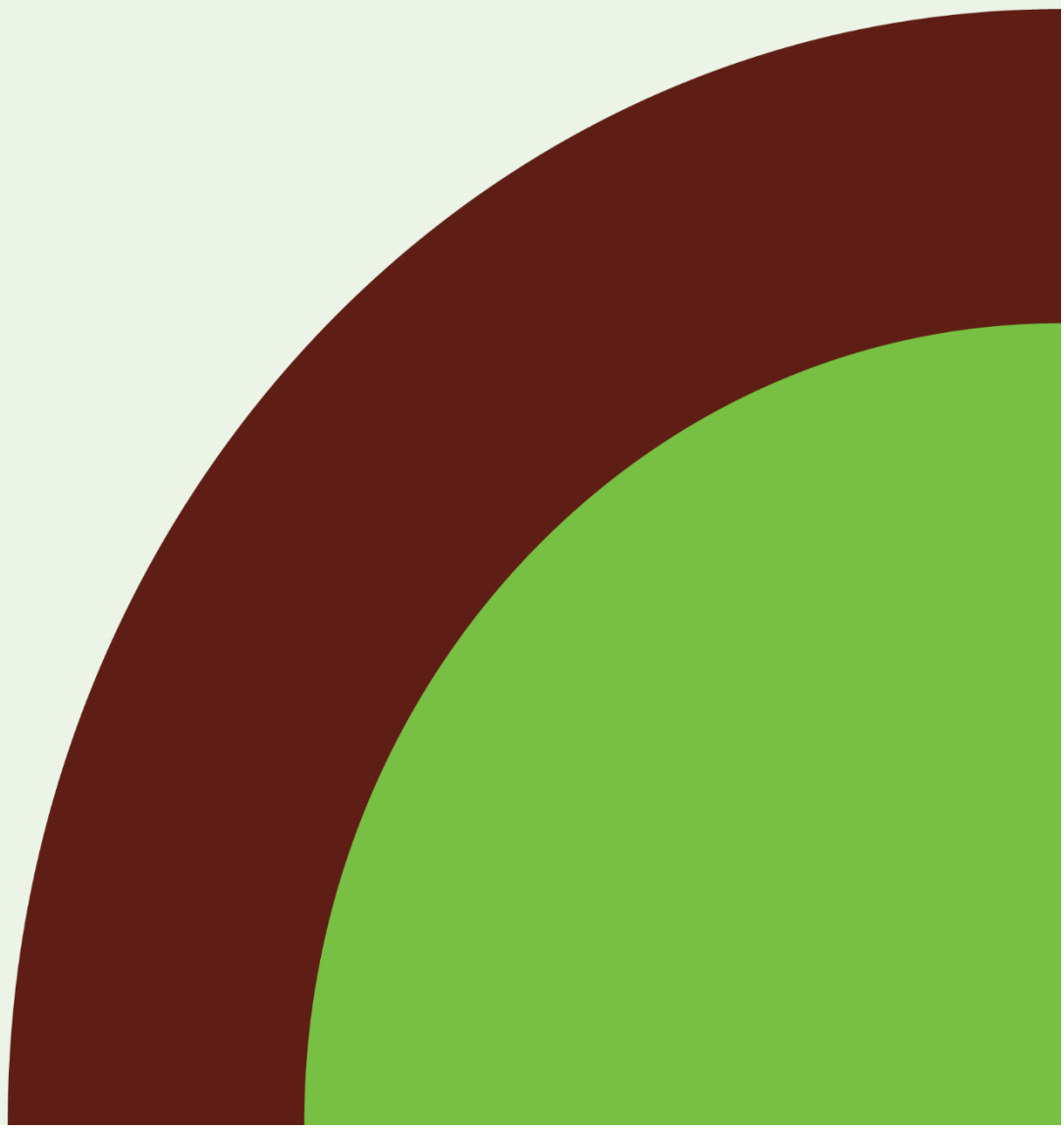


CRVS Systems Improvement Framework

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

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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 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 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 Free online diagram software for making flowcharts, process diagrams, organization charts and network diagrams.	FOSS	SASS
Enterprise Architect	Database driven design tool Multi-user, graphical tool designed to help teams build robust and maintainable systems.	Sparx Systems	Microsoft
Google drawings	Simple diagram software tool Free online diagram software for making flowcharts, process diagrams, organization charts and network diagrams.	FOSS	SASS
Lucidchart	Diagram software tool 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)	<p>Stencils</p> <p>A Microsoft Visio template and stencil pack is available which fully supports the release of the BPMN 2.0 standard</p>	Orbus	Microsoft
Key FOSS: Free and open-source software 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 Antonio: Enfocuss 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)

